



AN INSIGHT INTO THE EVOLUTION OF THE ZAMBIAN PARLIAMENT

**RESEARCH DEPARTMENT
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LIST OF ACRONYMS

ACC	Anti-Corruption Commission
ACP-EU JPA	African Caribbean Pacific Joint Parliamentary Assembly
ADD	Alliance for Democracy and Development
AEC	African Economic Community
ANC	African National Congress
APAC	Association of Public Accounts Committees
APNAC	African Parliamentarians Against Corruption
APPCON	All Party Parliamentary Caucus on Food and Nutrition
APPCSDG	All-Party Parliamentarians’ Caucus on Sustainable Development Goals
ASGP	Association of Secretaries General of Parliaments
AU	African Union
AZ	Agenda for Zambia
BIM	British Islands and Mediterranean
BSA CO	British South African Company
CAA	Caribbean, Americas and the Atlantic
CAP	Central African Party
CAPAH	Coalition of African Parliamentarians Zambia Chapter Promoting One Health (HIV/AIDS)
CITAMPlus	Community Initiative for TB, HIV/AIDS and Malaria Plus Related Diseases
CPA	Commonwealth Parliamentary Association
CSE	Comprehensive Sexuality Education
CSO	Civil Society Organisation
CSO-SUN	Civil Society Organisation Scaling Up Nutrition
CWPC	Commonwealth Women’s Parliamentary Caucus
DP	Democratic Party
DRC	Democratic Republic of Congo
ECZ	Electoral Commission of Zambia

EU	European Parliament
FAAPPD	Forum of African and Arab Parliamentarians on Population and Development
FAZ	Football Association of Zambia
FDD	Forum for Democracy and Development
FP	Freedom Party
GBV	Gender-Based Violence
HIV/AIDS	Human Immuno-Deficiency Virus/ Acquired Immuno-Deficiency Syndrome
HP	Heritage Party
IAPP	International Association of Parliamentarians for Peace
ICGLR	International Conference on Great Lakes Region
ICPD	International Conference on Population and Development
ICR	Inter-Company Relay
IDD	International Day of Democracy
ILC	International Leadership Conference
IPU	Inter-Parliamentary Union
IWD	International Women's Day
LEGICO	Legislative Council
MMD	Movement for Multi-party and Democracy
MP	Member of Parliament
MPNGE	Men's Parliamentary Network on Gender Equality
NAZ	National Assembly of Zambia
NAZFC	National Assembly of Zambia Football Club
NCC	National Constitutional Conference
NDC	National Democratic Congress
NDP	National Development Plan
NGO	Non-Governmental Organisation
NP	National Party
NRANC	Northern Rhodesia African National Congress
OYDC	Olympic Youth Development Centre

PAP	Pan-African Parliament
PCC	Parliamentary Caucus on Children
PEPFER	President’s Emergency Plan for AIDS and Relief
PF	Patriotic Front
PNUP	Party of National Unity and Progress
PRMC	Parliamentary Reforms Modernisation Committee
PRP	Parliamentary Reforms Programme
SADCOPAC	Southern African Development Community Organisation of Public Accounts Committees
SADC-PF	Southern African Development Community Parliamentary Forum
SDGs	Sustainable Development Goals
SHARE	Support for the HIV and AIDS Response
SoCATT	Society of Clerks-at-the-Table
SONA	State of the Nation Address
SRHR	Sexual Reproductive and Health Rights
TB	Tuberculosis
UDA	United Development Alliance
UFP	United Federal Party
UNITe	Unite – Network to end HIV/AIDS Zambia Chapter
UK	United Kingdom
ULP	United Liberal Party
UN	United Nations
UNICEF	United Nations Children Emergency Fund
UNIP	United National Independence Party
UNSCO	United Nations Security Council
UPND	United Party for National Development
UPP	United Progressive Party
USAID	United States of America International Development
VO	Voluntary Organisation
YWCA	Young Women’s Christian Association
ZAAA	Zambia Amateur Athletic Association

ZANC	Zambia African National Congress
ZAPPD	Zambia All-Party Parliamentary Group on Population and Development
ZCFA	Zambia-China Friendship Association
ZCFG	Zambia Cuba Friendship Group
ZDC	Zambia Democratic Congress
ZESCO	Zambia Electricity Supply Corporation
ZFPFA	Zambia-France Parliamentary Association
ZIAPC	Zambia-Israel Allies Parliamentary Caucus
ZIFA	Zambia-India Friendship Association
ZNBC	Zambia National Broadcasting Corporation
ZPA	Zambia-Poland Association
ZPCC	Zambia Parliamentary Conservation Caucus
ZPCT	Zambia Parliamentary Caucus on Tuberculosis
ZRP	Zambia Republic Party
ZSAA	Zambia-Saudi Arabia Association
ZWPC	Zambian Women Parliamentarians' Caucus
ZYPC	Zambia Youth Parliamentarians Caucus

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¹ * As at September, 2022

FOREWORD

The Zambian Parliament has been in existence for over nine decades. Its existence dates back to 1924 when the first Legislative Council (LEGICO) was set up in the then Northern Rhodesia. The LEGICO was established for the administration of justice, raising of revenue, maintaining peace, order and good governance in the British protectorate. Since its establishment in 1924, the Legislature has undergone enormous changes both in terms of its operations and composition.

This book has been commissioned with the sole purpose of helping members of the public with valuable information on the evolution of the Zambian Parliament. The book shows how the Zambian Parliament has evolved from serving white settlers' interests to being a key driving force enhancing democratic ideals, the rule of law and good governance. The book also describes, in some detail, the deliberate steps that have been taken by the National Assembly of Zambia after the return to multiparty democracy in 1991, through the Parliamentary Reform Programme (PRP), to enhance transparency and accountability in the Institution. Beyond informing the reader on how the Zambian Parliament has evolved, the book has also highlighted special events and social activities of the Institution.

It is, therefore, my hope that you will find this publication informative, as it reveals some of the significant changes the Zambian Parliament has gone through from inception to where it is today.

Rt. Hon. Ms Nelly B K Mutti, MP

SPEAKER OF THE NATIONAL ASSEMBLY OF ZAMBIA

PREFACE

A quote attributed to the founding father of our nation, the late statesman Dr Kenneth David Kaunda says that “ambition never comes to an end.” Our ambition to document the history and evolution of our Parliament has been long in the making. Not at any point in time, on this journey, did we waver in our determination to work at presenting the evolution of the Zambian Parliament. In this ambition, I had the privilege to lead a dedicated team, with strong support from the Honourable Madam Speaker in achieving what we have today, the publication titled “An insight into the Evolution of the Zambian Parliament.” The officers under my Office took great care in collecting, compiling and proofreading the information contained in the book. The information is presented in a simplified manner, without compromising the quality of the content. It is, therefore, my hope that you will benefit from this publication.

.....

CLERK OF THE NATIONAL ASSEMBLY

CHAPTER 1: HISTORY OF THE ZAMBIAN PARLIAMENT

This Chapter outlines the transition of the Zambian Legislative Institution from the LEGICO to the National Assembly of Zambia (NAZ). It has evolved through twelve (12) LEGICO's and thirteen (13) Parliaments. Further, it gives an overview of the Presiding Officers from 1948 when the first Speaker of the LEGICO was appointed, and the Clerks who have served the LEGICO and the NAZ. The Chapter concludes by looking at the political parties which have had representation in the House, and the timeline of events from 1924 to 2022.

1.1 Parliament in the Pre-Independence Era (1924-1964)

Zambia, formerly Northern Rhodesia, was administered by the British South Africa Company (BSA CO) from 1890 until 1924. During the BSA rule, there were political demands that culminated in the formation of an Advisory Council in 1918, composed of 5 elected Members, out of which, one represented the Europeans of the former North-Western Rhodesia and one represented the Europeans of the former North-Eastern Rhodesia.² However, the Advisory Council provided the European settlers with a limited voice in the territory's administration, because legislative and executive authority remained vested in the Administrator of the BSA CO.

In 1924, Northern Rhodesia was placed under the direct administration of the British Government. However, the European settlers continued to agitate for more political control in the governance of the territory. At this point, the British Government conceded and replaced the Advisory Council with the LEGICO, similar to other British colonies. The LEGICO was established as a central institution representing Crown authority and local interests. It was also a follow up to the European demands for a responsible Government that would mainly accord white settlers a larger voice in the running of affairs, than had been the case during the BSA rule. The first meeting of the LEGICO was held on 23rd May, 1924, in Livingstone, the first capital city of Northern Rhodesia. Since the establishment of the LEGICO, the Zambian Legislature has evolved from having the Governor chairing the LEGICO meetings, or having appointees of the Governor as Presiding Officers to having elective Presiding Officers. Several years later, Northern Rhodesia attained self-rule on 24th October, 1964, and the LEGICO was renamed the NAZ, with full legislative powers. To this end, the NAZ continues to undergo notable reforms in terms of its location, infrastructure, composition and functioning.

² Ng'ona Mwelwa Chibesakunda (2001) The Parliament of Zambia. National Assembly of Zambia

1.2 Parliament in the First Republic (1964-1972)

At independence, the Zambian Constitution provided for the NAZ to consist of 75 elective seats and 5 seats for presidential nominees, bringing the total membership of the National Assembly to 80. The First National Assembly met on 14th December, 1964 at the Cabinet Office in Lusaka. On the same day, the first Speaker of the National Assembly was elected from amongst the Members of Parliament (MPs). This was a total shift in the procedure of the House from the colonial period when the Speaker was an appointee of the Governor of Northern Rhodesia. The Republican President also became an MP.

In addition, Parliament was no longer a royal authority but, an independent institution, making up one of the three arms of Government. This meant that the legislative powers of Zambia would be vested in Parliament. Later in January, 1968, the Constitution (Amendment) Act No. 2 of 1968 raised the membership of the Assembly to 110, of which 105 were elected and 5 nominated by the President. This remained the composition of the House until 1972. During this period, Zambia had three significant political parties, namely, the United National Independence Party (UNIP), the Northern Rhodesian African National Congress (ANC), and the United Progressive Party (UPP).

However, in 1972, owing to the rivalry between UNIP and ANC, President Kenneth Kaunda banned the existence of opposition political parties and announced Government's intention to make Zambia a one-party participatory democracy. This necessitated further constitutional changes in order to align it with the one-party participatory order. As such, President Kaunda constituted a Commission of Inquiry, historically referred to as the Chona Commission, which was headed by the then Vice President, Mr Mainza Chona. The Commission was appointed to receive evidence and examine the form of one-party State Zambia would adopt. On 15th October, 1972, the Commission of Inquiry submitted its report to the Republican President containing recommendations, which later contributed to the amendment of the Constitution in 1973. Thereafter, parliamentary elections were held on 5th December, 1973, and UNIP won all elected seats in the National Assembly. This marked the end of the First Republic and beginning of the Second Republic, under the one-party participatory order.

1.3 Parliament in the Second Republic (1973 to 1991)

The ushering in of the Second Republic and the one-party state by the Constitution of Zambia Act No. 27 of 1973 brought a number of changes, including the increase in membership of the National Assembly from 110 to 135. Out of the 135 elected MPs, 125 were directly elected and 10 nominated by the President. In addition, Article 83 (1) stipulated that the President was entitled to attend and address the National Assembly at any time. Another significant change was the election of the Speaker from among the people qualified to be elected as Members, but were not MPs. This was also a shift from the previous tradition which required the Speaker to be elected from among MPs.

In terms of procedure, the Commonwealth procedures were still a major determinant of the manner in which Business was conducted. The backbenchers, though from the same party as the front bench, performed the watchdog role over Government. However, by 1990, the Cabinet had about 77 Members, against 46 backbenchers. To a certain extent, having Executive and backbench Members from the same political party compromised the oversight role of Parliament.

Although the one-party rule was in force, it faced some political and armed rebel insurgencies, notably the Adamson Mushala armed rebellion from 1976 - 1982. In addition, the 1986 and 1990 maize meal riots were some of the political instabilities that suggested public dissatisfaction of the one-party system. Therefore, after persistent demands that were mounted by pressure groups for change of the political system, the Government called for a referendum to determine whether the people of Zambia wanted the re-introduction of a multi-party democracy or not. During the referendum, it became apparent that Zambians favoured a multi-party democratic dispensation. As a result, President Kenneth Kaunda called off the referendum, and the Government facilitated the repeal of Article 4 of the 1973 Constitution in December, 1990.

1.4 Parliament in the Third Republic (1991 to 2022*³)

Article 4 of the 1973 Constitution facilitated the ushering in of the Third Republic, by legalising multiparty democracy through the formation of political parties. The new Constitution went into effect on 29th August, 1991. This resulted in President Kaunda dissolving the National Assembly, to pave way for the beginning of the Third Republic and the re-introduction of multi-

³ * As at September, 2022

party democracy. Parliamentary elections were held from 31st October to 1st November, 1991. The Movement for Multiparty Democracy (MMD) won 125 out of 150 seats, while UNIP won 25 seats in the National Assembly. Notably, the new Constitution increased the number of elective seats from 135 to 150. It also provided for the Speaker and 8 Members to be nominated by the President, bringing the total membership of the House to 159. Further, the 1991 Constitution conferred powers on the Republican President to convene Parliament, set dates for elections and give final approval to laws (the Presidential Assent).

On 16th May, 1996, the National Assembly approved the Constitution of Zambia (Amendment) Act No. 18 of 1996, which prohibited individuals not born in the country to Zambian parents from running for the presidency. A few months later on 19th October, 1996, President Chiluba dissolved the National Assembly to pave way for general elections on 18th November, 1996. The MMD won 131 out of 150 elective seats in the National Assembly. Furthermore, the 2001 general elections saw the MMD scoop 69 out of 159 seats in the National Assembly. The United Party for National Development (UPND) won 49 seats and UNIP 13 seats. The next general elections were held on 28th September, 2006, with the MMD winning 74 out of 159 seats in the National Assembly. The Patriotic Front (PF) won 44 seats, and the United Democratic Alliance (UDA), an alliance of UNIP, UPND and the Forum for Democracy and Development (FDD), scooped 27 seats. Subsequent general elections were held on 20th September, 2011 and out of 150 seats, the PF won 62, MMD got 54 and UPND scooped 29. In addition, the FDD and the Alliance for Democracy and Development (ADD), managed 1 seat each while 3 seats were held by Independent Members.

Prior to the 11th August, 2016, general elections, the Constitution was again amended and among other things, provided for an increase in the number of elective seats from 150 to 156. Meanwhile, the number of nominated Members remained at 8. The PF scooped 80 seats; UPND 58; MMD 3; FDD 1; and 14 seats went to Independent Members. In addition, the Constitution also provided for two Deputy Speakers, not of the same gender or political party.

The next general elections were held on 12th August, 2021 from which the UPND emerged victorious with 82 seats in Parliament. The PF obtained 59 while the Party of National Unity and Progress (PNUP) obtained 1 seat, as their inaugural parliamentary seat, and 13 seats went to

Independent Members. Parliamentary elections were held in 155 constituencies, except for Kaumbwe Constituency in Eastern Province, where the Electoral Commission of Zambia (ECZ) cancelled elections due to the death of the UPND candidate. The cancellation was done in accordance with Article 52(6) of the Constitution of Zambia (Amendment) Act No. 2 of 2016, which states:

“Where a candidate dies, resigns or becomes disqualified in accordance with Article 70, 100 or 153 or a court disqualifies a candidate for corruption or malpractice, after the close of nominations and before the election date, the Electoral Commission shall cancel the election and require the filing of fresh nominations by eligible candidates and elections shall be held within thirty days of the filing of the fresh nominations.”

The Kaumbwe parliamentary by-election was later held on 21st October, 2021 and the PF emerged victorious.

1.5 Political parties which have had representation in Parliament since 1964 - Arranged in alphabetical order

ADD	Alliance for Democracy and Development
ANC	African National Congress
AZ	Agenda for Zambia
CAP	Central African Party
DP	Democratic Party
FP	Freedom Party
FDD	Forum for Democracy and Development
HP	Heritage Party
MMD	Movement for Multi-party Democracy
NDC	National Democratic Congress
NP	National Party
NRANC	Northern Rhodesia African National Congress
PF	Patriotic Front
PNUP	Party of National Unity and Progress
ULP	United Liberal Party

UFP	United Federal Party
UNIP	United National Independence Party
UPND	United Party for National Development
UPP	United Progressive Party
ZANC	Zambia African National Congress
ZDC	Zambia Democratic Congress
ZRP	Zambia Republic Party

1.6 Functions of the National Assembly

From the early days, the National Assembly has been primarily charged with the functions of legislation, performing oversight on the Executive, and representation. The functions of Parliament are stipulated in Article 63 (1) and (2) of the Constitution of Zambia (Amendment) Act No. 2 of 2016, as follows:

- “(1) Parliament shall enact legislation through Bills passed by the National Assembly and assented to by the President.*
- (2) The National Assembly shall oversee the performance of executive functions by:*
- (a) ensuring equity in the distribution of national resources amongst the people of Zambia;*
 - (b) appropriating funds for expenditure by State organs, State institutions, provincial administration, local authorities and other bodies;*
 - (c) scrutinising public expenditure, including defence, constitutional and special expenditure;*
 - (d) approving public debt before it is contracted; and*
 - (e) approving international agreements and treaties before these are acceded to or ratified.”*

In terms of enacting legislation, the Government may propose to introduce, amend or repeal legislation, based on compelling recommendations and current realities. Also, backbenchers may propose Private Members’ Bills for consideration. In addition, special interest groups such as the business sector or Civil Society Organisations (CSOs) may make suggestions to the Government or MPs, which could be drafted as Public Bills and brought to the House for debate, if considered appropriate. With the 2016 Constitutional amendments, it is noteworthy that Article 64 (2)

explicitly states that expenses of drafting and introducing a Bill in the National Assembly shall be a charge on the Consolidated Fund.⁴ This is a departure from the previous arrangement when MPs would bear the costs of introducing Bills in the NAZ. Further, the Republican President assents to Bills passed by the National Assembly before they become law.

Regarding overseeing the performance of the Executive arm of Government, Parliament ensures that the Executive accounts for all its activities. Oversight on the Executive includes asking questions or moving Motions on the Floor of the House, holding meetings through Committees, such as the Public Accounts Committee, and debates in the House.

1.7 Vision and Mission Statement of the National Assembly

The National Assembly of Zambia Strategic Plans guide the course of activities for the National Assembly and the administration of Parliament. Since 2004, the NAZ had successfully implemented the 2004-2012 and 2015-2021 Strategic Plans, with the 2022 – 2026 Strategic Plan under implementation. The Plans highlight the Institution’s vision, mission statement, goal and core values.

1.7.1 Vision

The Vision of the National Assembly is: *“A Legislature that is responsive to the people’s needs and aspirations.”*

1.7.2 Mission Statement

The Mission Statement for the Parliament of Zambia is: *“To execute the legislative, oversight, representative and budgetary functions for enhanced democratic governance.”*

1.7.3 Goal

The Goal of the NAZ is: *“To effectively contribute to enhanced democratic governance for sustainable development.”*

1.8 Core Values

The Core Values of the NAZ are as follows:

- ✓ **Responsiveness:** Commitment to quality service delivery in an adaptable, timely and reliable manner.

⁴ Constitution of Zambia (Amendment) Act No. 2 of 2016

- ✓ **Integrity:** Commitment to honesty and adherence to ethical and moral principles of uprightness, honour and good character in the conduct of Business.
- ✓ **Impartiality:** Commitment to objectivity and non-discrimination in the execution of duties.
- ✓ **Confidentiality:** Commitment to not revealing or disclosing privileged information to unauthorised persons.
- ✓ **Accountability and Transparency:** Commitment to being responsible and open to the public in upholding tenets of good governance.
- ✓ **Professionalism:** Commitment to competent and diligent execution of duties.

1.9 Offices of the National Assembly

The NAZ has established a formal structure for the smooth administration of parliamentary Business. The structure comprises key offices which include; Offices of the Speaker, Deputy Speakers, Leader of Government Business in the House, Government Chief Whip, Leader of the Opposition and the Office of the Clerk.

1.9.1 The Office of the Speaker

The Office of the Speaker of the NAZ can be traced back to 1948. The Office was established as an elective one replacing the role of the Governor as Presiding Officer of the LEGICO.⁵ Before then, the Governor of Northern Rhodesia sat as President of the LEGICO since its establishment in 1924. Since its inception, the Office of the Speaker has spanned different political administrations, from pre-independence to post-independence eras during which period it has evolved.

Currently, the Office of the Speaker in the NAZ is established under Article 82(1) of the Constitution of the Republic of Zambia⁶ which states that:

“The Members of Parliament shall elect, by secret ballot, a Speaker of the National Assembly from a list of names of persons who are qualified to be elected as Members of Parliament, but are not Members of Parliament, submitted to the National Assembly by:

(a) the President; and

(b) political parties holding seats in the National Assembly.”

⁵ Sipalo Ngenda, Constitutional Development in Zambia, 1890-1975, Pg 75

⁶Supra

1.9.2 Election of the Speaker

The election of the Speaker of the National Assembly is the first Business that a new Assembly transacts at its first Sitting. This is provided for in Article 82(6) (a) of the Constitution of Zambia (Amendment) Act No.2 of 2016 which states that:

*“The Members of Parliament shall elect a Speaker and the Deputy Speakers:
(a) when the National Assembly first sits after a general election.”*

The Speaker is elected from outside a constituency to avoid tying the Speaker to any specific local interests, because his/her interests should be the interests of the House and the nation. The Clerk of the National Assembly presides at the election of the Speaker and other Presiding Officers.⁷

1.9.3 Functions of the Speaker

As the principal Presiding Officer of the NAZ, the Speaker is the guardian of the dignity and privileges of the House. As such, the Speaker is vested with authority to ensure order and that the privileges of the House are not abused or misused. The role of the Speaker can be summarised into three categories as follows:

(a) Procedural Role

The Speaker is responsible for regulating debate in the House; preserving order in the House, in accordance with the Standing Orders; and deciding on any matters of procedure that may arise;

(b) Administrative Role



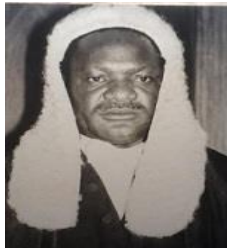

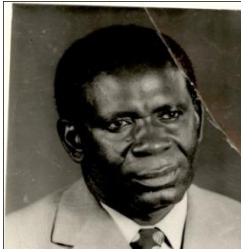



Under this role, the Speaker is responsible for the overall direction and management of Parliament. Many of the administrative duties of the Speaker are performed by the Clerk of the National Assembly. It is for this reason that the Speaker chairs the Standing Orders Committee, which handles the administrative and management affairs of the National Assembly, as well as the House Business Committee, which determines the Business to be considered by the House; and

⁷ National Assembly of Zambia Standing Orders, 2021, Standing Order No. 4 (3)

(c) Representative Role

The Speaker is responsible for representing the House, and the Institution as a whole, in its external relations. It is for this reason, that the Speaker is the President of the Zambia Branch of the Commonwealth Parliamentary Association (CPA) and the Zambia National Group of the Inter-Parliamentary Union (IPU), to which the National Assembly is affiliated.

Table 1: Speakers of the Zambian Legislature from 1948 to 2022*⁸

 <p>Sir Thomas S Page, Esq, CBE</p> <p>He was the first Speaker of the Legislative Council of Northern Rhodesia from 1948 - 1956</p>	 <p>Sir Thomas William, Esq, OBE, ED</p> <p>He was Speaker of the LEGICO from 1956-1963 and Speaker of the Legislative Assembly from January-October, 1964</p>	 <p>Hon Wesley P Nyirenda</p> <p>He was the first African Speaker of the National Assembly of Zambia. He served from 1964 - 1968</p>	 <p>Hon Dr Robinson M Nabulyato, OGCF</p> <p>He remains the longest serving Speaker having served during the 2nd and 3rd Republics from 1969 - 1988; and 1991 – 1998</p>
 <p>Hon Dr Fwanyanga M Mulikita, OGCF</p> <p>He was Speaker of the National Assembly from 1988 - 1991</p>	 <p>Hon Amusaa K Mwanamwambwa, OGC</p> <p>He was Speaker of the National Assembly from 1998 – 2011</p>	 <p>Hon Mr Justice Dr Patrick Matibini, SC</p> <p>He was Speaker of the National Assembly from 2011-2021</p>	 <p>Hon Nelly B K Mutti</p> <p>She became the 1st female Speaker of the National Assembly of Zambia in 2021</p>

⁸ * As at September, 2022

1.9.4 The Office of the Deputy Speaker

From 1948 to 2016, the Legislature in Zambia had one Deputy Speaker who was also Chairperson of Committees of the Whole House. Additionally, in 1994, the NAZ established the position of Deputy Chairperson of Committees of the Whole House. However, this changed in 2016, when the Constitution of Zambia was amended to provide for two Deputy Speakers, these being: the First Deputy Speaker and the Second Deputy Speaker. This is provided for under Article 82 (3)⁹ which states that:

“There shall be two Deputy Speakers of the National Assembly who are not members of the same political party and of the same gender.”

The two Deputy Speakers are elected to the House when the Assembly first convenes after any dissolution of Parliament or when the Office becomes vacant due to death, resignation or removal of the incumbent. Furthermore, Article 82 (4) and (5) of the Constitution of Zambia state that:

(4) “The Members of Parliament shall elect, by secret ballot, the First Deputy Speaker from a list of three names, selected by the political parties represented in the National Assembly, from among persons who are qualified to be elected as Members of Parliament but are not Members of Parliament.”

(5) The Members of Parliament shall elect, by secret ballot, the Second Deputy Speaker from among their number.

Unlike the First Deputy Speaker, the Second Deputy Speaker is elected from amongst the 156 MPs and thus represents a particular constituency. However, a Deputy Speaker does not contribute during debates.

1.9.5 Functions of the Deputy Speakers

Duties of the Deputy Speakers are those enumerated for the Speaker, in the absence of the latter. For instance, the First Deputy Speaker presides at the Sitting of the National Assembly in the absence of the Speaker, while the Second Deputy Speaker does the same in the absence of the First Deputy Speaker, as provided for under Article 77(3) of the Constitution of Zambia, which states that:

⁹ Constitution of Zambia (Amendment) Act No. 2 of 2016

“There shall preside at a Sitting of the National Assembly:

(a) the Speaker;

(b) in the absence of the Speaker, the First Deputy Speaker;

(c) in the absence of the First Deputy Speaker, the Second Deputy Speaker.”

Apart from the above circumstance, the Deputy Speakers can preside at any Sitting whenever requested to do so by the Speaker.

Furthermore, the First Deputy Speaker is the Chairperson of the Committees of the Whole House and reports the resolutions of the Committees to the Speaker. He/she is assisted by the Second Deputy Speaker. The First Deputy Speaker also presides over the Committee on Privileges and Absences. The Committee is responsible for, among others, examining privileges and immunities, cases of absenteeism and matters related to the conduct and convenience of Members. On the other hand, the Second Deputy Speaker is the Chairperson of the Reforms and Modernisation Committee (PRMC). The Committee examines and proposes reforms to the powers, procedures, practices and organisation of the National Assembly and performs other duties placed upon it by any Standing Order or an Order of the National Assembly.

The First or Second Deputy Speaker also presides at the first meeting of Portfolio and General Purposes Committees for the purpose of electing a chairperson and a vice chairperson of the respective Committees. Apart from the procedural responsibilities, the Deputy Speakers carry out day-to-day administrative responsibilities or policy guidelines whenever the Speaker is absent.

During the period 1948-1963, the Office became a key part in the administration of the LEGICO, as well as throughout the significant reform years of the NAZ. The Office of the Deputy Speaker was retained even when Zambia reverted to multi-partism in 1991.

The under listed individuals held the Office of Deputy Speaker from 1948 to 1962.

Mr Charles E Cousin, Esq, CBE, 1948 – 1950








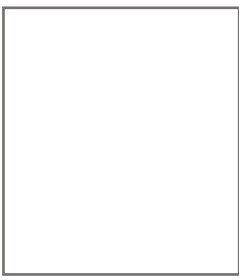




Mr I Wilson, 1950 – 1954

Mr M McCau, 1954 -1957

Mr A C Bettsworth, Esq, 1957 – 1959

Mr W Ray, 1959 – 1962

Table 2: Deputy Speakers of the Zambian Legislature from 1962 to 2022*¹⁰

 <p>Mr Wesley P Nyirenda (1962- 1964)</p>	 <p>Mr Humphrey Mulemba (1964 – 1968)</p>	 <p>Mr William Nkanza (1968 – 1971)</p>	 <p>Mr Patrick B Muwowo (1971 – 1973)</p>
 <p>Mr Joseph C Mutale, 1973 – 1974</p>	 <p>Mr Frederick M Walinkonde, 1977- 1978</p>	 <p>Mr Rodger C Sakuhuka, 1974 -1977</p>	 <p>Mr Raphael V Chota, 1978 – 1983</p>
 <p>Mr Leornard K M Kombe, 1983 – 1991</p>	 <p>Mr Sikota Wina, 1991-1994</p>	 <p>Mr Fitzpatrick Chuula, 1994 – 1996</p> <p>He also served as Attorney General and Minister of Lands and Natural Resources.</p>	 <p>Mr Simon Mwila, 1996-2001</p> <p>He also served as Deputy Chairman of Committees of the Whole House from 1994- 1996. He was the first person to occupy this position when</p>

¹⁰ * As at September, 2022

			it was first created in 1994.
 <p>Mr Jason Mfula, 2002 - 2006</p>	 <p>Mrs Mutale Nalumango, 2006 -2011</p> <p>She was the first woman to occupy the Office of Deputy Speaker of the National Assembly. She was elected Vice President of Zambia in 2021, and subsequently became Leader of Government Business in the House.</p>	 <p>Mr Mkhondo Lungu, 2011 - 2016</p> <p>He also served as Deputy Chairman of Committees of the Whole House from 2002-2010.</p>	 <p>Ms Catherine Namugala, 2016- 2021</p> <p>She was the Second Woman to serve among presiding officers and the first to serve in the capacity as First Deputy Speaker after its establishment in 2016.</p>
 <p>Mr Mwimba Malama 2016-2021</p> <p>He was the first to serve as Second Deputy Speaker of the National Assembly after the Office was established in 2016.</p>	 <p>Mrs Malungo A Chisangano</p> <p>She was elected First Deputy Speaker of the National Assembly of Zambia in 2021.</p>	 <p>Mr Moses Moyo</p> <p>He was elected Second Deputy Speaker of the National Assembly of Zambia in 2021.</p>	

Table 3: Deputy Chairperson of Committees of the Whole House from 1994 to 2016

 <p>1994 -1996 Mr Simon G Mwila</p>	 <p>1997- 2001 Mr Frederick S Hapunda</p>	 <p>2002- 2010 Mr Mkhondo D Lungu</p>
 <p>2010- 2011 Mr Ernest C Mwansa</p>	 <p>2011-2016 Mr Chifumu K Banda, SC</p>	

1.9.6 Office of the Leader of Government Business in the House

The Office of the Leader of Government Business is reserved for the Republican Vice-President, pursuant to Article 74 (1) of the Constitution of Zambia, which states that:

“The President shall appoint the Vice-President to be the Leader of Government Business in the National Assembly.”

The Leader of Government Business is also a member of the Standing Orders and House Business Committees.




Functions of the Leader of Government Business in the House include arranging and managing Government Business in the House. He/she ensures that Government Business has precedence on all other days except on Wednesday, when Private Members' Business takes precedence. Specifically, the Leader of Government Business performs the following functions:

- (i) protects and defines the position of the Government in the House;

- (ii) announces, or seeks the leave of the House, to adjourn the House on matters of emergency;
- (iii) moves formal Motions such as Motions of condolences, paying tribute and suspension of a Member;
- (iv) informs the House at what time the President would address the House on the day of the Official Opening of Parliament;
- (v) maintains a working relationship between the Executive and the Legislature in order to enhance accountability and good governance; and
- (vi) coordinates the processing of parliamentary oversight instruments which include; Questions for Oral and Written Answers, Government Bills, Ministerial Statements, Government Action Taken Reports and Annual Reports.







In the absence of the Vice-President, a Minister is usually appointed to act as the Leader of Government Business in the House. In some instances, the Government Chief Whip acts as the Leader of Government Business in the House.

Table 4: Leaders of Government Business and Vice-Presidents of the Republic of Zambia from 1964 to 1973

 <p>1964 – 1967 Mr Reuben C Kamanga</p>	 <p>1967 - 1970 Mr Simon M Kapwepwe</p>	 <p>1970 -1973 Mr Mainza M Chona</p>
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From 1973 to 1991, the Office of the Vice-President was abolished. In its place, the Government introduced the Office of Prime Minister and the individuals that have held the office are listed below.

Table 5: Leaders of Government Business and Prime Ministers of the Republic of Zambia from 1973 to 1991

 <p>1973 -1975 Mr Mainza M Chona</p>	 <p>1975 – 1977 Mr Elijah H K Mudenda</p>	 <p>1978 – 1981 Mr Daniel M Lisulo</p>
 <p>1981 – 1985 Mr Nalumino Mundia</p>	 <p>1985 – 1989 Mr Kebby S Musokotwane</p>	 <p>1989 – 1991 Gen. Malimba M Masheke</p>

In 1991, the Office of Prime Minister was abolished and the Office of Vice-President was reintroduced. Table 6 below shows those who have held the position between 1991 and 2022.

Table 6: Leaders of Government Business and Vice-Presidents of the Republic of Zambia from 1991-2022*¹¹

 <p>1991 – 1994 HE Levy P Mwanawasa</p>	 <p>1994 - 1997 Brig. Gen. Godfrey Miyanda</p>	 <p>1997 – 2001 Lt. Gen. Christone Tembo</p>
 <p>2001 - 2003 Mr Enock Kavindele</p>	 <p>2003 – 2004 Dr Nevers Mumba</p>	 <p>2004 – 2006 Mr Lupando A F Mwape</p>
 <p>2006 – 2008 HE Rupiah B Banda</p>	 <p>2008 – 2011 Mr George Kunda</p>	 <p>2011 – 2015 Dr Guy L Scott</p>
 <p>2015 - 2021 Mrs Inonge M Wina</p>	 <p>Mrs Mutale W K Nalumango, She was elected Vice President of the Republic of Zambia in 2021</p>	

¹¹ * As at September, 2022

1.9.7 The Government Chief Whip

The Government Chief Whip in Parliament belongs to the party in power and is ranked equivalent to a Cabinet Minister. Specifically, the duties of the Chief Whip include:

- (i) liaising regularly with the Speaker, Leader of Government Business and Leader of the Opposition on Business of the House;
- (ii) ensuring that there is a quorum in the House at all times;
- (iii) ensuring attendance and participation in the House by members of the ruling party;
- (iv) ensuring an adequate number of members of the party are present during voting in the House;
- (v) keeping members of the ruling party informed of parliamentary Business;
- (vi) co-ordinating parliamentary Business with the Leader of the Opposition and party whips or whip;
- (vii) granting members permission to be absent from parliamentary Business; and
- (viii) assisting the presiding officers maintain discipline in the House.

The Government Chief Whip is a member of both the Standing Orders Committee and the House Business Committee. In the absence of the Government Chief Whip, the Deputy Chief Whip is appointed to act as Government Chief Whip. In addition, Standing Order 48¹² provides for the positions of Party Whip and Independent Whip. These may be appointed from an opposition political party with ten or more members in the House, and when there are ten or more independent members in the House. The Whips also assist Presiding Officers and the Government Chief Whip in the management of the House.

1.9.8 The Leader of the Opposition in the House

The Leader of the Opposition is a Member of Parliament who is elected to lead the Opposition Political Party with the largest number of seats in the House, as provided for under Article 74 (2) of the Constitution of Zambia, which states that:

¹² National Assembly of Zambia Standing Orders, 2021

“The opposition political party with the largest number of seats in the National Assembly shall elect a Leader of the Opposition from amongst the Members of Parliament who are from the opposition.”

Furthermore, Standing Order No. 43 (2) stipulates that:

“(2) The party shall, upon electing a Leader of the Opposition ..., communicate the decision, in writing, to the Speaker.”

The above cited legal provisions in the Constitution and Standing Orders, respectively, show a departure from the previous practice where the position of Leader of the Opposition could only be recognised upon the opposition political party meeting the requisite threshold of one-third of the total number of MPs. This meant that an opposition political party could not be recognised as the official opposition party if it did not meet the threshold. For instance, in 2012, Mr Felix Mutati, the Leader of the Opposition from the MMD lost his status as official Leader of the Opposition when the Speaker established that the MMD did not meet the one-third threshold of the total membership of the House.¹³

1.9.9 The Role of the Leader of the Opposition

The role of the Leader of the Opposition in the House is to question the Government on its actions and policies, and help keep it accountable. He/she frequently opposes the positions of the Government and proposes alternatives. The Leader of the Opposition is a member of both the Standing Orders Committee and the House Business Committee.

In the performance of their duties, the Leader of the Opposition in the House regularly meets with MPs from their Party to decide on strategies, and to confirm their position on a particular issue. As the main spokesperson for the opposition in the House, he/she is usually given priority to debate or ask questions in the House. The Leader of the Opposition also assists the presiding officers (the Honourable Speaker and Deputy Speakers) to maintain discipline in the House.

¹³Ruling by the Hon Mr Speaker on the point of order raised by Hon D Mwila, MP, The Deputy Minister for Copperbelt Province, Wednesday, 18th July, 2012

1.9.10 Office of the Clerk of the National Assembly

The Office of the Clerk is as old as Parliament itself. The earliest record of this office can be traced as far back as 23rd May, 1924 when the first Sitting of the LEGICO was held in Livingstone, the capital of Northern Rhodesia. The Office of the Clerk of the NAZ is created under Article 84(1) of the Constitution.¹⁴






The demands of the office include the role of procedural adviser to the House. In this regard, the Clerk is the expert adviser to the Speaker and the House on matters of parliamentary practice and procedure, in accordance with the Standing Orders, conventions and precedents. As such, the varied and complex duties that the Clerk performs demand not only very specific qualifications and thorough understanding of parliamentary procedure, but also outstanding personal qualities. Therefore, the work demands awareness of even the most minor political and social events around the country, as these often contribute to an understanding of how debates in the House would be conducted, thus making it easier for the Clerk to offer advice to the Speaker and Members.

As the custodian of parliamentary records, it is the role of the Clerk to provide all the documentation needed by the Speaker to render decisions in the House. In the Chamber, the Clerk sits at the Table facing the House, on a chair in front of the Speaker, in order to ensure prompt response to the Speaker's queries. The Clerk also assumes the special role of presiding over the election of the Speakers and the swearing-in of new MPs.

The Clerk is also the Chief Executive Officer of Parliament, in charge of the day-to-day operations of the House, whether it is in session or not. There are a number of officers and supporting staff under the Office of the Clerk. All questions and Motions that Members wish to raise or move in the House must be addressed to the Clerk, who then submits to the Speaker for approval. The Clerk is answerable to the Speaker, with regard to managing the Business that comes before the House for consideration. He/she is also the controlling officer, with the responsibility of managing the finances allocated to Parliament. In this role, the Clerk is accountable to the Treasury.

¹⁴ 84. (1) There shall be a Clerk of the National Assembly who shall be appointed by the Parliamentary Service Commission, subject to ratification by the National Assembly.

Table 7: Clerks of the National Assembly of Zambia from 1967 to 2022*¹⁵

 <p>1967 – 1968</p> <p>Mr Clement M Mwananshiku</p> <p>He was the first native Zambian to hold the office of Clerk of the National Assembly of Zambia.</p>	 <p>1968-1990; 1991-2002</p> <p>Mr Ng'ona M Chibesakunda</p> <p>He was one of the longest serving Clerks in the Commonwealth. He also served as the Interim Secretary-General of the SADC Parliamentary Forum from 1996 to 1999, an institution he helped to create.</p>	 <p>1990 - 1991</p> <p>Mr Alfred C Yumba</p>
 <p>2002 – 2017</p> <p>Mrs Doris K K Mwinga</p> <p>She was the first woman to serve as Clerk of the National Assembly of Zambia.</p>	 <p>2017 - 2022</p> <p>Mrs Cecilia N Mbewe</p> <p>She was the second woman to serve as Clerk of the National Assembly of Zambia.</p>	<p>2022</p> <p>M...</p>

In the period 1924 to 1966, the Office of the Clerk was held by the following individuals listed below:

Mr E N Carlton	1924 –1929
Mr W C Freeston	1929 - 1932
Mr M Barker	1932 – 1938

¹⁵ * As at September, 2022

Mr A E T Benson	1938 - 1941
Mr H F Wright	1941 - 1944
Mr A G K Johnston	1945 – 1948
Mr N S Knight	1948 - 1949
Mr R Craufurd-Benson	1949 – 1951
Mr K J Knaggs	1951– 1955
Mr T Williams	1955 - 1956
Mr J R Franks	1956 - 1958
Mr A N Mitchell	1959 – 1961
Mr E A Heathcote	1962 – 1963; and 1964 – 1966
Mr M. L. Wallington	1963 – 1964

1.9.10.1 Departments under the Office of the Clerk

The Office of the Clerk of the National Assembly and the various departments are provided for in Section 4 of the National Assembly Staff Act No 25 of 1991, which states:

“There shall be such other officers in the department of the Clerk as may be prescribed by a resolution of the National Assembly.”

Below are the 19 departments under the Office of the Clerk, which provide support services to the National Assembly.

- (i) Accounts
- (ii) Administration, Human Resource Management and Development
- (iii) Committees (Financial and Social)
- (iv) Information, Communication and Technology (ICT)
- (v) Internal Audit
- (vi) Journals and Table Office
- (vii) Legal Services
- (viii) Library
- (ix) National Assembly Motel
- (x) Parliamentary Broadcasting
- (xi) Parliamentary Budget Office (PBO)
- (xii) Parliamentary Publications
- (xiii) Parliamentary Reform Programme (PRP) - Monitoring and Evaluation
- (xiv) Parliamentary Reform Programme (PRP)-Programme Management

- (xv) Procurement
- (xvi) Public and International Relations (P&IR)
- (xvii) Research
- (xviii) Security
- (xix) Services

1.10 Aspects of Parliamentary Practice and Procedure in the Zambian Parliament

Parliamentary practice and procedure may be defined as a body of rules, ethics, and customs governing the activities of a legislative assembly.¹⁶ It is divided into three main categories¹⁷ namely; parliamentary practice, Standing Orders or rules, and Rulings by the Speaker. Parliamentary practice is the general understanding of the way in which Business is transacted on the Floor of the House, established over a period of time, and usually does not need to be formally written down. Standing Orders, on the other hand, are the rules under which Parliament conducts its Business and regulate Members' behaviour, as well as the way debates are organised. The Rulings by the Speaker relate to questions from Members on procedure, which are referred to the Speaker for clarification and are later considered as precedents.

Parliamentary practice and procedure establishes the daily routine of the House. It guides how the House carries out the following:

- (i) the legislative process;
- (ii) the administration of questions;
- (iii) presentation of petitions;
- (iv) moving of Private Members' Motions;
- (v) tabling of Government annual and other policy reports;
- (vi) the budgetary process;
- (vii) ministerial statements;
- (viii) rules governing general debate in the House; and
- (ix) administration of Business in parliamentary committees.

The sources of parliamentary practice and procedure in the Zambian Parliament include:

¹⁶ http://archive.ipu.org/pdf/publications/mandate_e.pdf

¹⁷ C. E. S. Franks, *the Parliament of Canada* (Toronto: University of Toronto Press, 1987), p. 116.

- (i) **The Constitution**, which defines the roles and the powers of the House. It provides the National Assembly of Zambia with powers to determine its own internal procedures that cannot be interfered with by any court of law. Article 77 (1) of the Constitution of Zambia (Amendment) Act No. 2 of 2016, states that:

“Subject to this Article and Article 78, the National Assembly shall regulate its own procedure and make Standing Orders for the conduct of its Business.”

- (ii) **Standing Orders**, which contain details of parliamentary practice and procedure, pursuant to Article 77 (1) of the Constitution. Through the Standing Orders, the National Assembly has developed its own rules with regard to how it conducts its Business and disciplines its Members.

- (iii) **The National Assembly (Powers and Privileges) Act, Chapter 12 of the Laws of Zambia**. In accordance with Article 76 (1) and (2) of the Constitution, the National Assembly is conferred with privileges, powers and immunities so that it can work effectively. This provision has been operationalised by the National Assembly (Powers and Privileges) Act, Chapter 12 of the Laws of Zambia. The immunities and privileges contained in the Act enable Members of Parliament to, among others, deliberate parliamentary Business freely without fear of repercussions from outside Parliament.

- (iv) **Precedents and Rulings of the Speaker**

These form the basis for future decisions on similar matters, which in turn helps to ensure consistency, certainty and predictability of decisions. The Rulings are given in response to questions or points of order on procedural matters of the House. In a nutshell, Rulings form the body of precedents which the House adopts as part of its modern and future practice.

- (v) **Practice, traditions and customs**

Generally, these relate to accepted norms that evolve over a period of time and sometimes form the basis for present and future procedure. Some of the norms may not necessarily be codified. In the case where the practice, traditions and customs are not codified, or where there is a difference of opinion as to the interpretation of any such rules, decisions are

guided by what is stipulated in the National Assembly of Zambia Standing Orders (2021) No. 239 (1) and (2), as follows:

- 1) Where a procedural question arises on a matter that is not expressly provided for by these Standing Orders or by other Orders of the House, the Speaker shall decide the question; and*
- 2) A decision made in paragraph (1) of this Standing Order shall be based on the Constitution of Zambia, statute law and the usages, precedents, customs, procedures, traditions and practices of the Parliament of Zambia and other jurisdictions.*

1.11 Parliamentary calendar

The parliamentary calendar is defined in terms of the meeting times of Parliament. The Parliament of Zambia normally meets three times in a year as follows:

- (i) September to December: Budget Meeting;
- (ii) February to March: Legislative Meeting; and
- (iii) June to July: Committee Reports and Adoption Meeting.

The House sits on the following days:

- (i) Tuesday, from 14:30 – 18:45 hours;
- (ii) Wednesday, from 14:30 - 19:15 hours;
- (iii) Thursdays, from 14:30 – 18:45 hours; and
- (iv) Friday, from 09:00 - 13: 00 hours.

However, the Covid-19 pandemic gave rise to Temporary Standing Orders regarding the Sitting of the House as follows:

- (i) Tuesday, Wednesday and Thursday, from 14:30 to 17:00 hours; and
- (ii) Friday, from 09:00 - 12: 00 hours.

1.12 Timeline of events in the Zambian Parliament

Below are some of the events that have had a bearing on the Zambian Parliament from 1924 to 2022.

- 1924 Northern Rhodesia handed over by the BSA CO to the British Government and became a Protectorate under direct Colonial Office Rule. The First Executive and

- LEGICO were set up. The First LEGICO comprised the Governor as President, 9 appointed officials from the Executive and 5 nominated Members.
- 1926 The Second LEGICO was constituted and comprised the Governor, 9 appointed officials and 2 elected Members.
- 1929 The Third LEGICO was constituted and consisted of the Governor, 9 appointed officials and 7 elected Members.
- 1932 The Fourth LEGICO was constituted and consisted the Governor, 8 appointed officials, 7 elected Members and 1 temporary nominated unofficial member to represent African interests.
- 1935 The Fifth LEGICO was constituted and comprised the Governor, 8 appointed officials, 7 elected Members and 1 nominated unofficial Member to represent African interests.
- 1938 The Sixth LEGICO was constituted and consisted of the Governor, 9 appointed officials, 7 elected Members and 1 nominated unofficial Member to represent African interests.
- 1941 The Seventh LEGICO was constituted and comprised the Governor, 9 appointed officials, 8 elected Members and 1 nominated unofficial Member to represent African interests.
- 1945 The Eighth LEGICO was constituted and consisted of the Governor, 9 appointed officials, 8 elected Members and 5 nominated official Members, 3 of whom represented African interests.
- 1948 The Ninth LEGICO was constituted and consisted of the first Speaker, 9 appointed officials, 10 elected Members, 2 nominated unofficial Members to represent African interests and 2 African members elected by the Representative Council.
- 1948 Mr T S Page appointed as Speaker of the 9th Northern Rhodesia Legislative Council.

- 1953 The establishment of the Federation of Rhodesia and Nyasaland with its capital in Salisbury.
- 1954 The Tenth Legislative Council was constituted and consisted of the Speaker, 8 appointed officials, 12 elected members, 2 nominated unofficial members to represent African interests and 4 African members elected by the Representative Council.
- 1956 Sir Thomas Williams appointed as 10th Speaker of the Northern Rhodesia Legislative Council.
- 1959 The Eleventh Legislative Council was constituted and consisted of the Speaker, 6 appointed officials, 22 elected members, 2 nominated unofficial members, 2 African members who sat on the Executive Council as Ministers (1 elected, 1 nominated), and 6 elected African back benchers.
- 1962 Coalition Government comprising UNIP (14 seats), ANC (7 seats) and UFP (16 seats) established.
- 1963 The dissolution of the Federation of Rhodesia and Nyasaland.
- 1964 The Legislative Council was re-named the Legislative Assembly. The Assembly consisted of the Speaker, 75 elected Members. 65 were on the main Roll and 10 on the reserve Roll.
- 1964 Self rule: Independence of Northern Rhodesia, country renamed Zambia on 24th October, 1964.
- 1964 **First Republic**
Dr Kenneth David Kaunda became the 1st President of the Republic of Zambia, and the Legislative Assembly was renamed the National Assembly. The Assembly consisted of 1 elected Speaker, 75 elected Members and 5 nominated Members.
- 1964 Mr Wesley Pillsbury Nyirenda elected as 1st Speaker of the National Assembly of Zambia. He served until 1968 when he retired.

- 1966 The Constitution was amended to increase the number of Cabinet Ministers from 14 to 16.
- 1967 The Constitution was amended to increase the number of Cabinet Ministers from 16 to 19.
- 1968 Dr Robinson Mwaakwe Nabulyato elected as 2nd Speaker of the National Assembly of Zambia.
- 1969 A Constitutional referendum was held in Zambia on 17th June 1969. The purpose of the referendum was to seek public approval for Parliament to amend entrenched clauses of the Constitution with a two-thirds majority. The referendum was passed with 85 per cent voting in favour of the change. Voter turn-out was 69 percent.
- 1970 The Constitution was amended to delete any limitation on the number of ministers appointed.
- 1972 **Second Republic**
- 1973 The Constitution was amended to make the Republic of Zambia a One-Party State. The new Constitution provided for 1 elected Speaker and 135 MPs.
- 1988 Dr Fwanyanga Matale Mulikita elected as 3rd Speaker of the National Assembly.
- 1990 **Third Republic**
- 1990 The Constitution was amended to enable the Republic of Zambia to revert to a Multi-Party State on 17th December, 1990.
- 1991 A new Constitution was enacted by Act Number 1 of 1991, which provided for the National Assembly to have 1 elected Speaker, 150 elected Members and 8 nominated Members. Dr Frederick T J Chiluba was elected as 2nd President of the Republic of Zambia. Dr Robinson Mwaakwe Nabulyato was re-elected as the 4th Speaker of the National Assembly of Zambia, which position he held until November, 1998.

- 1996 The Constitution was amended to, inter alia, establish an autonomous Electoral Voter Roll and to put in place a new Electoral Process.
- 1998 Hon. Amusaa Katunda Mwanamwambwa elected as 5th Speaker of the National Assembly of Zambia.
- 2002 Dr Levy Patrick Mwanawasa, SC, sworn in as the 3rd Republican President of Zambia.
- 2006 Launch of the Parliament Radio Studio at the Parliament Buildings by the Speaker of the National Assembly, Hon. Amusaa K Mwanamwambwa on 20th March, 2006.
- 2006 Dr Levy Patrick Mwanawasa, SC, re-elected as President of the Republic of Zambia in October, 2006.
- 2007 The National Constitutional Conference (NCC) Act No. 19 of 2007 enacted.
- 2008 Death of His Excellency Dr Levy Patrick Mwanawasa, SC, on 19th August, 2008 in Paris, France.
- 2008 Presidential elections were held in Zambia on 30th October, 2008 after the death of His Excellency Dr Levy Patrick Mwanawasa, SC.
Mr Rupiah Bwezani Banda sworn in as Zambia's 4th Republican President on 2nd November, 2008 at Parliament Buildings.
- 2010 The new Committee Building unveiled at Parliament Buildings on 14th July, 2010 by the Hon. Speaker Amusaa K Mwanamwambwa.
- 2010 The NCC was dissolved on 31st August, 2010.
- 2011 Dr Frederick T J Chiluba, 2nd Republican President, passed away on 18th June, 2011.
- 2011 President Mr Rupiah B Banda dissolved Parliament on 28th July, 2011.
- 2011 Mr Michael C Sata elected as the 5th President of the Republic of Zambia on 20th September, 2011.

- 2011 Hon. Justice Dr Patrick Matibini, SC, elected as 6th Speaker of the National Assembly on 6th October, 2011.
- 2012 United Nations (UN) Secretary General Ban Ki-Moon addressed Members of Parliament at Parliament Buildings on 24th February, 2012.
- 2012 The Media and Visitors Centre officially opened by Hon. Speaker Dr Matibini, SC, on 3rd September, 2012.
- 2012 Her Royal Highness Princess Anne of the United Kingdom visited the Zambian Parliament on Thursday, 27th September, 2012.
- 2013 Former Deputy Speaker of the National Assembly, Hon. Mkhondo Lungu, officially opened the second studio of Parliament Radio at Parliament Buildings on Monday, 8th July, 2013.
- 2014 ZESCO Limited on 14th October, 2014, commissioned a 25Kw mini solar Plant at Parliament Buildings at a cost of US\$372,888 to mitigate the impact of power deficit. This ensured the supply of reliable electricity to the public address system and emergency lights in the Chamber, as well as lighting the entire Parliament Buildings.
- 2014 The Zambian Parliament joined the nation to celebrate 50 years of Zambia's political Independence since 24th October, 1964.
- 2014 His Excellency Mr Michael Chilufya Sata, 5th President of the Republic of Zambia died on 28th October, 2014 in London, United Kingdom.
- 2015 Presidential election was held on 20th January, 2015, following the death of His Excellency Mr Michael Chilufya Sata.
Mr Edgar Chagwa Lungu was sworn in as 6th President of the Republic of Zambia on 25th January, 2015.
- 2016 The President assented to the Constitution of Zambia (Amendment) Act No. 2 of 2016 on 5th January, 2016.

- 2016 Mr Edgar Chagwa Lungu re-elected as Republican President.
- 2016 The Rt Hon. Justice Dr Patrick Matibini, SC, was re-elected Speaker of the National Assembly of Zambia on 23rd September, 2016.
- 2018 The Rt Hon. Justice Dr Patrick Matibini, SC, former Speaker of the National Assembly of Zambia officially launched Parliament Television on 21st February, 2018.
- 2020 Hon. Valentina Matviyenko, Speaker of the Federation Council of the Federal Assembly of Russian visited Zambia and addressed the House on 18th February, 2020.
- 2020 The Rt Hon. Justice Dr Patrick Matibini, SC, former Speaker of the National Assembly of Zambia officially launched Parliament Television on the Digital Satellite Television (DSTV) platform Channel 272 and GoTV Platform Channel 100 on 3rd September, 2020.
- 2021 Mr Hakainde Hichilema elected as the 7th Republican President on 12th August, 2021.
- 2021 Hon. Ms Nelly B K Mutti elected Speaker of the National Assembly of Zambia on Friday, 3rd September, 2021, becoming the first woman to occupy the position in the history of the Zambian Parliament.
- 2022 His Excellency, Mr Sergio Mattarella, President of the Republic of Italy, addressed the National Assembly of Zambia on 7th July, 2022.

1.13 Conclusion

The narration of the history of the National Assembly in this chapter clearly shows that throughout the First, Second and Third Republics, the Institution has contributed immensely to the governance of the country. Since its establishment in 1924, the Zambian Legislature has gone through transitions from being called the Legislative Council to the National Assembly. Further, the Legislature has evolved in terms of the composition, functions, practice, procedure, tradition and custom. In addition, the administration of parliamentary affairs has also evolved from having appointees as Presiding Officers to elective ones. In this regard, the existence of the National Assembly, which spans over 98 years, makes it one of the longest legislatures in Southern Africa, thereby, endowing it with a wealth of historical significance in parliamentary affairs.

CHAPTER 2: REFORMING PARLIAMENT

2.1 Background

The Zambian Parliament has significantly evolved from 1924 when it was referred to as the Legislative Council. Over the years, Parliament has contributed to the creation of an enabling environment for socio-economic development and good governance in the country. However, with the introduction of multi-party politics in 1991, the need to reform the Institution arose so as to make it more responsive, accountable and representative in the performance of its core functions.¹⁸ This culminated in the conception of a transformative programme commonly referred to as the Parliamentary Reform Programme (PRP) in 1991.

2.2 Reforms in the Zambian Parliament

In order to determine the direction of the reform programme, an *Ad hoc* Reforms Committee was appointed on 3rd February, 1999, to undertake a study and make recommendations in the following key areas of reform:

- (i) the Committee System;
- (ii) the Legislative Process;
- (iii) the Administration of the National Assembly;
- (iv) Support Services to Parliament and its Members; and
- (v) the Member-Constituency Relations.

Consequently, the *Ad Hoc* Committee made seventy-three (73) recommendations in the above-mentioned areas. These recommendations were approved by the House and have guided the implementation of parliamentary reforms in the Zambian Parliament. Further, the Parliamentary Reforms and Modernisation Committee (PRMC) was constituted in 2002, as one of the House Keeping Committees responsible for spearheading the reform agenda, through examining and proposing reforms to the powers, procedures and practices, organisation and facilities of the NAZ.

¹⁸ Richard Kelly, House of Commons-Parliament's engagement with the public, 2018

2.3 Implementation of the Reforms

The parliamentary reforms have brought about a number of changes in the operations of the Institution. Below are some of the measures and mechanisms that have been implemented to enhance the operations of Parliament.

2.3.1 The Committee System

One of the critical roles of the NAZ is oversight on the Executive. In order to enhance the capacity of the National Assembly and its Members to carry out this role more effectively, the Committee system, which is central to the National Assembly's oversight activities, has undergone growth and procedural changes over the years. Some of the changes have included:

- (i) the alignment of Parliamentary Committees to Government Ministries to enhance policy development and scrutiny. This ensures that all Government Ministries are effectively covered and scrutinised;
- (ii) enhanced public participation in Committee meetings. Article 89 of the Constitution and Standing Order No. 173 expressly guide that Committees shall not exclude the public or media from its sittings, unless there are justifiable reasons for the exclusion. In this regard, the Speaker must inform the public or media of the reasons for exclusion. The public, therefore, participate in Committee meetings either as observers or evidence providers, also known as witnesses, who make written submissions on a topic under consideration. In addition, Committees are at liberty to hold some of their meetings outside Parliament through Committee Public Hearings;
- (iii) installation of the public address and recording systems for both old and new Committee Rooms; and
- (iv) construction of a new Committee Building comprising conference rooms, each with a sitting capacity of up to 50 persons, and thirty-two (32) offices. The expanded sitting capacity enables more members of the public to participate in Committee meetings.

2.3.2 The Legislative Process

In a quest to improve the legislative process, the NAZ introduced the referral of Bills to relevant Committees for more detailed and careful consideration, with input from

stakeholders and the public. This happens immediately after the First Reading Stage of the Bill when it is presented in the House. The Committee Sitings allow for more public participation in Committees, as stakeholders are allowed to make submissions on the Bills.

Additionally, the NAZ instituted measures that encourage Members to sponsor Private Members' Bills. The NAZ streamlined the procedural process of initiating Private Members' Bills and made changes to ensure that the costs of drafting the Private Members' Bills are borne by the Institution. This was in an effort to ease the process of sponsoring a Private Member's Bill.

2.3.3 The Administration of the National Assembly of Zambia

After the 1991 multi-party elections, members of staff had to switch from servicing a one party Parliament to servicing a multi-party Parliament. This also meant reorienting the old staff to the demands of a multi-party Parliament. Further, an increase in the number of Members required a corresponding increase in the number of staff. In this vein, a new organisation structure and staff development programme was embarked on with emphasis on building capacity of staff. Some positions in the new organisational and departmental structures required abolishment and/or fusion. Similarly, some departments required job evaluation, assessment and outsourcing of qualified staff in various fields.

2.3.4 Support Services to Members and Management of National Assembly of Zambia

With the introduction of modern ways of doing things, as well as the expansion of Parliament, the need arose to review and strengthen support services provided to the National Assembly and its Members. In this regard, over the years, the Institution has enhanced and expanded support services to serve Members of Parliament better. Some of the key support services that have been introduced over the years include:

- (i) **the Parliamentary Budget Office (PBO)**, which was established in 2012 with a mandate to provide independent, accurate, timely and useful budget information and analysis to Parliament. This is to facilitate effective scrutiny and oversight of the budget approval process and overall public financial management;

- (ii) **the Monitoring and Evaluation Department (M&E)**, which was established in 2019. It has the mandate of contributing to transparency, accountability and good governance, through enhanced evidence use in Parliament. This is achieved by tracking performance of the National Assembly's Strategic Plan and assessments, as well as learning from feedback obtained through the Institutional M&E arrangement.
- (iii) **the Parliamentary Broadcasting Department (PBD)**. It was established in 2022 in order to coordinate all broadcasting activities of the Zambian Parliament. The PBD houses the Parliament Radio and Television Channels, which take Parliament closer to the people, through the broadcast of parliamentary proceedings, committee meetings and information about the work of the Zambian Parliament.

2.3.5 Member – Constituency Relations

The NAZ has over the years strived to enhance the Member-Constituency relations, so as to improve the quality of interaction between MPs and their constituencies. This has led to a number of reforms being implemented. Some of them are discussed below.

(i) Establishment of Constituency Offices

The NAZ established constituency offices in all the 156 constituencies, which act as information centres for constituents, as well as centres of interaction between MPs and local stakeholders. As people's representatives, Members use constituency offices to relay information to, and get feedback from constituents, which facilitates an effective way of carrying out their representative function. By 2021, 45 constituency offices had been constructed while the rest were utilising rented buildings.

The offices are staffed by four (4) officers, who include a Professional Assistant, an Administrative Assistant and two (2) security guards. When funds permit, casual workers are engaged as office cleaners. In their absence, the two security guards also perform the role of an office orderly. It is noteworthy that some constituency offices have been

allocated motorbikes to facilitate their mobility, especially the vast constituencies. In addition, steps have been taken to tremendously improve communication between the constituency offices, MPs and the main Parliament Buildings. This has included the provision of fax machines to offices which are near telephone infrastructure and installation of internet facilities. Further, officers in constituency offices are able to access information about Parliament via the Parliament website, which is later disseminated to constituents.

(ii) Establishment of Parliament Radio, Television and NAZ Facebook Page

Parliamentary activities, by nature, are public activities in which the public should be allowed to participate, through listening, watching and giving feedback. By so doing, information from Parliament is disseminated to the public and vice versa. In this regard, the media play a central role in ensuring this two-way flow of information between Parliament and citizens. Therefore, the NAZ established its own Parliament Radio and Television, as well as an official Facebook Page to broadcast live and recorded proceedings of Parliament. The coverage of Parliament Radio and Television has been extended to cover as many constituencies as possible. Further, in the quest to expand the viewership of Parliament television, programmes are also aired on various television platforms, including the Multichoice's DSTV, StarTimes (Topstar) and the Zambia National Broadcasting Corporation (ZNBC).

(iii) Construction of the Media and Visitors' Centre

The Media and Visitors' Centre was built within the precincts of the NAZ to enhance the Institution's interaction with the media, as well as members of the public. Following its launch on 3rd September, 2012, the Centre has provided a formal place within the Institution where visitors and members of the media are received. It also serves as a distribution point of information and educational materials about the NAZ, and acts as an overall information centre for public inquiries. The Centre has internet facilities which make it easier for journalists to send electronic reports on parliamentary Business to their media houses for prompt publication.

(iv) Parliament Outreach Programmes

In an attempt to make the Zambian Parliament more accessible to citizens, and to take Parliament closer to the people, the Institution conducts outreach activities in various communities to enable the public learn more about Parliament's operations, as well as to enable them participate in various parliamentary activities. Some of the activities that the Institution conducts include road shows, public hearings, school debates, open days and youth Parliaments. Through these initiatives, parliamentary information reaches constituents, even in far flung places.

Further, guided tours are conducted at Parliament Buildings. Unlike in the past when it was a restricted area, Parliament is now open to the public who wish to undertake familiarisation tours. Visitors are also allowed to sit in the public galleries of the House and watch the proceedings. Guided tours are popular among schools and they enable learners to gain more insight about the Legislature. All in all, the visits have enabled the public to appreciate Parliament's operations.

(v) Relaxation of the Dress code

Following the revision of the Standing Orders, the dress code for members of the public accessing the National Assembly was relaxed. Visitors are now required to wear smart attire, either office or casual wear. This reform has helped to remove encumbrances that prevented the public from coming to Parliament, on account of not having the then recommended formal attire.

(vi) Parliament Website

Parliament operates an active website that it established in 2003. The website contains updated information on key activities that happen at Parliament, including its outreach programmes. The website also provides key information on the major events that take place in Parliament and relevant publications such as the Order Paper, profiles of Members of Parliament, Bills, Ministerial Statements and daily Hansards (parliamentary debates). Further, the website has a link where the public can access Parliament Radio

which enables people within the country and in the diaspora to follow parliamentary proceedings.

2.3.6 Other key Reforms

(i) Revision of Standing Orders

The revision of the National Assembly Standing Orders is part of the on-going parliamentary reforms. The changes are aimed at augmenting the oversight, legislative and representative functions. Some of the new provisions are set out below.

- a) Vice President's question. This segment is held on Fridays, provided the Vice President and Leader of Government Business is in the House. As a result of its popularity, the allocated time was increased from 30 to 45 minutes. This engagement allows Members to ask questions on any matter of national interest without notice to the Vice President.
- b) The reduction of the time limit for Members speaking in response to the President's Address from 45 to 8 minutes, in order to allow more Members to speak. However, the Member moving the Motion on this debate has 10 minutes. Furthermore, the Member who is moving a Motion speaks first while the seconder may speak at any time, and not necessarily after the mover of the Motion.
- c) Members with questions on the Order Paper are allowed to ask two follow-up questions. Previously, they could only ask one question.

(ii) Use of Technology in the House

Parliament has been progressively transforming from a paper-oriented institution to an e-parliament. For instance, the Chamber has electronic facilities that indicate time and sequence of those willing to speak. The ICT gadgets help in reducing human error and promote transparency on how Business is conducted in the House. In the past, it was by show of hands and 'catching the Speaker's eye' when indicating to speak, which was sometimes considered to be subjective and less systematic. In addition, voting by Hon Members of Parliament during a division is done electronically.

(iii) Reform of the Parliamentary Calendar

- a) Changing of the parliamentary calendar in the NAZ to facilitate for the passage of the National Budget before the next financial year begins. This was to avoid delays in project implementation in the first three months of the financial year. In the past, the House devoted the first three months of the year to approving the budget and passing of the Appropriation Act. This largely contributed to implementation delays, which would also be worsened by the long Government tender procedures.
- b) The allocated days for debate on the Budget have been increased from 5 to 10 days in order to provide more time for the Expanded Budget Committee to consider the Estimates.
- c) Annual reports to be laid on the Table of the House, must be accompanied with appropriate contents to enable Members effectively assess the performance of the institutions tabling annual reports.

2.4 Conclusion

Over the years, Parliament has increasingly reformed to enable the Institution engage the public and citizens in parliamentary affairs through various mediums. The reforms have modernised and enhanced the capacity of Parliament to perform its roles effectively and efficiently.

CHAPTER 3: WOMEN IN PARLIAMENT

Throughout Zambia's political history, and in particular, that of Parliament, illustrious women have decorated the legislative scenery through their perseverance, hard work and personal conviction to ensure that the voice of women is heard and their views represented. Despite their efforts, the number of women parliamentarians has remained relatively low. However, the purpose of this chapter is not to belabour the reasons why the situation has remained so, rather to celebrate women parliamentarians who have graced the walls of the august House in Zambia, between 1924 and 2021.

It must be noted that all women parliamentarians, in one way or the other, are distinguished in their own right. This is evidenced by their respective and successful entrance into a domain that is largely viewed as a preserve of men. Therefore, this Chapter chronicles only some of the experiences and contributions of some of the women on their journey to 'Manda Hill' (Parliament), as well as whilst serving in the Legislature. This is in view of the fact that it is not possible to highlight the contributions of each and every female parliamentarian, as space would not allow. In addition, detailed information on women parliamentarians is not easily available. Nevertheless, it is hoped that the chapter will inspire other authors to compile more information in order to document the struggles, aspirations and achievements of women parliamentarians. Special gratitude goes to the authors of the book, '*Woman Power in Politics*,' edited by Mbuyu Nalumango and Monde Sifuniso,¹⁹ as well as the National Assembly's compendium of legislators since 1924,²⁰ which have provided the backbone of this Chapter.

3.1 The Pre-Independence Era (1924-1964)

The pre-independence era has the least documented information about women, especially Zambian female parliamentarians. Yet, many of them from different cultural and educational backgrounds contributed greatly to the anti-colonial political movement in Zambia. However, history shows that many Zambian women sought their inspiration in their role as mothers, working towards the betterment of society for their children. One Zambian freedom fighter remarked that:

¹⁹ Mbuyu Nalumango and Monde Sifuniso (1998) *Woman Power in Politics* Lusaka, Zambia Women Writers Association

²⁰ Members of the Northern Rhodesia Legislative Council and National Assembly of Zambia, 1924-2021

“Women bore a great responsibility of providing for their families during the liberation struggle because the men who were known to be gallant liberation campaigners, were normally targets of political oppression. Some men were often arrested and thrown in jail, while others had to flee their homes for their own safety. So the women had to find means of fending for their families, otherwise some children would have starved or not set foot in school.”²¹

Some women, therefore, did take part in mobilising financial resources to bail out political detainees, such as Mama Chikamoneka and her team, who actively supported the liberation struggle by collecting money from indigenous Northern Rhodesians to free their compatriots who were in detention. Unfortunately, the work of these and many other heroines is not properly documented.

Some factors that have contributed to the poor or no documentation of such information includes the domination of male parliamentarians in the LEGICO that ran from 1924 to 1964; and the cultural system then, which did not favour the recognition of women as leaders. In Zambia, like many African countries, most women opted out of politics throughout the pre-colonial period due to patriarchal power practices and structures that hindered their entry into politics. Further, colonialism created and deepened public-private dichotomies between men and women, which was evident in the hierarchical nature of allocating more power and value to men, while demanding women subordination.

In view of the foregoing, there were only 3 female parliamentarians who served during the entire period of the LEGICO (1924-1964). These were: Mrs Catherine Olds, Esq, Member for the Ndola Electoral Area and Elected Ex-Official Member; Mrs Hope E Hay, Esq, Nominated Unofficial Member, representing Native Interests; and Ms Gwendolin C Konie, Nominated Unofficial Member. A brief profile of Ms Konie is shared below.

²¹ Hall, R (1965) Zambia

Ms Gwendoline C Konie



Ms Gwendoline C Konie was chosen by Sir Evelyn Dennison Hone, the last Governor-General of Northern Rhodesia in 1962, to become a Nominated Unofficial Member of the LEGICO. She then trained for the Foreign Office and rose to be Zambia's Ambassador and Plenipotentiary to Sweden, Denmark, Norway and Finland from 1974 to 1977, when she became the country's Permanent Representative to the United Nations. In 1979, she assumed the role of Permanent Secretary of Zambia's Tourism Ministry. After Kenneth Kaunda lost power, she was retained as a diplomat by President Frederick Chiluba, as Zambia's Ambassador to Germany, until 1997. In the 2001 in general elections, she formed part of the presidential candidates under the Social Democratic Party, which she formed in August, 2000, with a focus on issues important to women and children. In this regard, Ms Konie and her two female counterparts laid a strong foundation on which other women parliamentarians have been building. The subsequent women have been classified as forerunners and the new dawn generation.

3.2 The Forerunners: Part I (1964 to 1973)²²

After Zambia's political independence in 1964, the Government was eager to provide opportunities for women to serve as parliamentarians. Some women were requested to stand on the UNIP ticket and the majority were elected unopposed, while others were nominated to serve as MPs. Elected Members included Ms Nakatindi Yeta Nganga Wina (1964 – 1972), Ms Monica Nanyangwe Chintu (1968 - 1978), Mrs Mbeba Margaret Safatiya (1964) and Ms Esther Banda (1964). On the other hand, nominated women included Mrs Madeline Robertson (1964 – 1973) and Ms Chilila Kajila Malina (1964–1968). The ensuing paragraphs discuss a few of the aforesaid women and some of their contributions to gender equality and the work of Parliament in general.

²² National Assembly of Zambia Parliamentary Debates (1964 -1973)

Ms Nakatindi Yeta Nganga Wina



Ms Nganga was an extraordinary woman who was among the first female parliamentarians after independence. She served as MP for Nalikwanda Constituency from 1964 to 1968. She also served in various Government portfolios such as Parliamentary Secretary to the Ministers of Labour and Social Development; Mines and Co-operatives; as well Youth and Social Development. Her belief that women had the same brainpower as men was demonstrated throughout her political career. She openly advocated for women participation in politics and called for their advancement in education. She championed the adage that *'no country can develop without educating women.'* Ms Nganga would also appeal to the Government to balance the equal distribution of employment between men and women. In view of this, Ms Nganga proved to be a gallant fighter for women issues in Parliament and a strong believer in attaining not only political, but also economic independence.

Mrs Monica Nanyangwe Chintu

Mrs Monica Nanyangwe Chintu was requested to stand as MP for Mbala North Constituency under UNIP in 1968. She scooped the seat after defeating a male candidate. In her maiden speech, she stated that she wished to see more women enter Parliament in order to make it easier for women's issues to be understood.

Mrs Chintu also served as Chief Whip from 1968 to 1978. This responsibility involved informing Members about forthcoming parliamentary Business; maintaining the party's voting strength by ensuring that Members attended important debates and supported their party positions; as well as passing on to the party leadership the opinions of the back-bench Members. The role was also about ensuring discipline of Members in their respective political parties and drawing up lists of MPs better suited to speak on particular subjects.

Mrs Madeline Robertson

Mrs Robertson entered the political arena reluctantly because she did not want a public life. She served as MP for two terms, 1964 to 1968; and 1969 to 1973. She was initially approached by Zambia's first Republican President, Dr Kenneth Kaunda, to stand on the UNIP ticket as MP for Mufulira Constituency, a request she turned down. Undeterred, Dr Kaunda later nominated her to Parliament and she accepted. Her nomination was based on Dr Kaunda's observance of her leadership qualities through her civic duties. Her appointment, therefore, was an affirmation of UNIP's recognition that women could contribute to the development of the country.

Despite being a nominated MP without a constituency, Mrs Robertson was known as a type of parliamentarian who was in touch with the grassroots. She made it a custom to visit and check on people around Lusaka City to find out how they were faring. She used her knowledge from the tours to make strong arguments when debating on various issues in Parliament. She would also talk to experts and gather statistical evidence to substantiate her arguments. Her debates were considered factual and research-based. This made her an icon of checks and balances on Government activities. Furthermore, during her first term in Parliament (1964–1968), Mrs Robertson talked about issues pertaining to women and children, ten years before the declaration of the UN Decade for Women in 1975 and the International Year of the Child in 1979, respectively. She was equally of the view that women in Zambia could do as much as men in various fields of work, including Parliament.

Ms Malina K Chilila



Ms Chilila's passion for public service and the fight for freedom begun early in her life. Between 1961 and 1963, she devoted her day times to teaching, and evenings to helping with the mobilisation, administration, feeding and accommodation of visiting freedom fighters, such as

Dr Kenneth Kaunda, Mr Andrew Sardines, Mr Lewis Changufu. When Zambia gained independence in 1964, Dr Kenneth Kaunda nominated her as MP. She was twenty-four (24) years old and one of the first women to serve in the First Session of the First National Assembly, alongside Ms Nakatindi Yeta Nganga, Mrs Mbeba Margaret Safatiya, Ms Esther Banda and Madeline Roberston. In her maiden speech, Ms Chilila addressed issues of rural development; introducing reproductive health as an essential health policy to safeguard women's equality; and stressed the value of women's leadership and education. She remained in Parliament until 1968, when she was appointed as First Secretary to the UN in charge of Human Rights and Culture. Later in 1970, Ms Chilila was appointed as the first Female District Governor under the Ministry of National Guidance.

3.3 The Forerunners: Part II (1973 to 1991)²³

Following the 1973 general elections and the introduction of the new political dispensation of a one-party state, membership of the National Assembly increased from 110 to 135. This was in accordance with the One-Party State Act No. 27 of 1973. As a result, there was a slight increase of elected female MPs from 5 to 7. These were Mrs Monica Nanyangwe Chintu for Senga Hill, Mrs Grace Chilufya Mulule for Shiwang'andu, Mrs Mary Mwango Kaluluma for Kabwata, Ms Zeniah Ndhlovu for Kazimule, Ms Lombe Chibesakunda for Matero, Dr Mutumba Bull for Nalolo, and Ms Elizabeth Mulenje (Senior Chieftainess Nkomeshya) for Chilanga and Chongwe constituencies. Nominated Members, on the other hand, included Mrs Lily Monze and Mrs Madeline Robertson.

With the second cohort of forerunners, more experiences and observations were recorded, in order to show women's resilience and determination to participate in parliamentary affairs. Some elected female MPs remarked that although in most cases they were handpicked and supported into political office, they had to do their part by 'selling' themselves to the electorate through campaigns and holding meetings for them to go through primary elections. In particular, below is a record from some of the notable women of the Forerunners: Part II.

²³ National Assembly of Zambia Parliamentary Debates (1973-1991)

Ms Lombe P Chibesakunda



Ms Lombe Chibesakunda was first elected as MP for Matero in 1973, and served up to 1978. She is among the most accomplished career women in Zambia, with a record of firsts. She was the first MP for Matero, after the constituency was created in 1973; the first female Zambian lawyer and State Advocate in the Ministry of Legal Affairs; and the first woman president of the COMESA Court of Justice. She has served the nation in various portfolios, including Minister of State, Deputy Minister for Legal Affairs and Solicitor-General; Chairperson of the Human Rights Commission of Zambia, Ambassador to Japan; and High Commissioner to the UK, the Vatican, and the Netherlands. She also served as Judge of the Industrial Relations Court and later became Africa Development Bank Court President. She served as acting Chief Justice of Zambia from 2012 to 2015.

As part of her work towards socio-political action, Ms Chibesakunda took part in the Lancaster House talks that led to the independence of Zimbabwe, and actively campaigned against South African apartheid regime.

Senior Chieftainess Nkomeshya



The first Republican President said, *“I saw a promising star in the Chieftainess, who apart from being a traditional leader, is a woman.”* He added that it was important for the Government to have in its leadership, people from different backgrounds. Further, Chieftainess Nkomeshya

reminisced that during her candidature for the Chilanga Constituency parliamentary election in 1973, she was very apprehensive as she was the only woman among the three candidates and did not have political experience. This did not make her give up, and she won the election. Chieftainess Nkomeshya was appointed Minister of State in the Ministry of Home Affairs, a position she held from 1979 to 1985. Later, she served in the Ministry of Decentralisation and Prime Minister's Office. She remained in the latter office up to 1991, when Government re-introduced multi-party politics.

As an MP, the Chieftainess eloquently represented the people in her chiefdom, constituency and Lusaka in general. She also advocated for the interests of women. For example, she expressed strong support for the introduction of the Law of Succession Bill, which was aimed at protecting surviving spouses, especially women, from relatives who engaged in property grabbing. She later stated, *“as a woman MP, I had a duty to defend the Bill and ensure that it got the necessary support.”*

Dr Mutumba Mainga Bull



Dr Mutumba Bull was first elected as MP for Nalolo Constituency in 1973, and served up to 1983. Her experience is another testament that the road to Parliament for most women, is not an easy one. Before becoming MP, Dr Bull endured a lot of political adversity. In the run up to the 1973 general elections, she felt confident of winning the Mtendere Parliamentary Seat in Lusaka and decided to contest. To her disappointment, the UNIP party requested her to stand in another constituency because a senior member of the party was standing in her preferred constituency. However, she did not give up. As advised by her party, she attempted to stand in Mongu where she did not succeed. She eventually managed to stand in Nalolo Constituency and won the seat.

Dr Bull was appointed Minister of Health, immediately after her election victory. She was the first woman to serve as Minister of Health in Zambia since independence. Later on, she also served as Minister of Commerce. Other portfolios she held included Minister of State for: Information and Broadcasting Services; Foreign Affairs; and Civil Service. Dr Bull worked closely with the Government and the party as an advisor. In addition, she ably represented Nalolo constituency and contributed to its development, by among other things, facilitating the construction of a new hospital in Senanga District, as well as a market for women and hawkers in the area.

Ms Lily A W Moonze



Ms Moonze joined Parliament as a nominated MP in 1973 and served in this capacity until 1978. During her tenure, she served as Minister of State for Planning and Finance (1973-1975), Minister of State, Office of the Prime Minister (1976-1977) and Minister of State for Economic and Technical Co-operation (1977- 1978). Ms Moonze's account is a confirmation that apart from travelling a rough road on the way to Parliament, female parliamentarians also encounter challenges when trying to promote issues to uplift the status of women within Parliament. In 1977, when contributing to the debate on the 1977 Supreme Court and High Court (number of Judges) (Amendment) Bill, Ms Moonze observed that women were not represented in the top posts in the legal profession. This initial statement solicited some remarks from her male counterparts, which could be interpreted that Ms Moonze was not taken seriously, either on this point or that the issue of inclusion of women in this profession was not important to her male counterparts.

It is reported that one male parliamentarian interjected her on a point of order wanting to find out whether women should be appointed to posts simply because they were women, even when they had no qualifications. It was clearly explained that she was not advancing that kind of approach,

rather her focus was on the appointment of those who qualified. Other interjections included a challenge for her to provide names of women who so qualified as she claimed, to which she responded by alluding to Ms Lombe Chibesakunda, who later served as Solicitor General and Minister of State for Legal Affairs. This example shows that sometimes women parliamentarians were derided and not taken seriously when debating women issues. However, they persisted amid the laughter and derision from their male counterparts, and never gave up.

Mrs Mary Mwango

Mrs Mwango served as MP for Kabwata Constituency from 1973 to 1978. Her account reveals that some of the gains that women are currently benefitting from were hard fought by fellow women. In February, 1974, she contributed to a debate on the Public Service Commission by calling for the improvement of conditions of service for women. She stated that “*women should be given a chance and priority to access car loans as well as accommodation by employers.*” She continued, “*let us train and retrain our Zambian women. If we feel that they are inferior, let us make them women who can catch up with others rather than bringing in other people from outside the country.*” Unlike before, women now enjoy employee benefits like car and house loans, just like their male counterparts.

The contribution of the aforementioned female parliamentarians built on, and augmented the work of earlier forerunners in Parliament. Further, their contributions also prepared the stage for the new dawn of female parliamentarians.

3.4 A New Dawn for Women (1991 to 2022*)²⁴

The re-introduction of multi-party politics brought with it a lot of excitement and expectations in Zambia. On the part of women, it was hoped that the number of those entering the august House would increase, allowing for the tabling of more women issues for discussion and consideration. Suffice to say, since 1991, the number of women in the Zambian Parliament has not improved as earlier anticipated. It has oscillated between six (06) and thirty-one (31), as the highest number of female parliamentarians on record. Below is a highlight of some of the female parliamentarians from the new dawn cohort.

²⁴ * As at September, 2022

Ms Charity Mwansa



She was first elected as MP for Mfuwe Constituency (formerly Mpika East) in 1996 and served up to 2001. She revealed that undertaking the campaigns and the actual winning of elections was not easy for her. There were a number of challenges she endured such as character assassination and stood against powerful and experienced politicians who had more financial support than she did. Despite that, she emerged victorious. During her time in Parliament, she ably debated on topics such as tourism, democracy, agriculture and violence against women.

Dr Inonge Mbikusita-Lewanika



Dr. Inonge Mbikusita-Lewanika was first elected as MP for Senanga Central in 1991, under the MMD ticket. She served up to 1993 when she resigned from the party, causing a by-election. She re-contested and won the seat under the NP ticket, and served up to 1996. Within the same year, she formed the party called Agenda for Zambia (AZ). During the 1996 elections, she was elected MP for Mongu Central under the AZ ticket, and served up to 2001. She, therefore, served as MP from 1991 to 2001.

During her parliamentary career, Dr. Mbikusita-Lewanika served as the first chairperson of the ZWPC. She was also the chairperson of the Parliamentarians for Population Development. She also served as the first President of the African Women Peace Networks, which was actively engaged in the promotion of peace and conflict resolution. Dr Mbikusita-Lewanika was one of the initiators and founding members of the Forum of Parliaments of the International Conference on the Great Lakes Region, formerly called the Amani Forum.

After leaving Parliament, she became Ambassador and Special Envoy for late President Levy Mwanawasa, when he was Chairman of the AU. Between 2003 and 2006, she served as Ambassador to the US, during which she was recognised as "Ambassador of the year" for her work. As part of her contribution to women and girls empowerment, she actively works with the Girl Guides, YWCA, University Women, Child Care & Adoption Society, and the Zambia Red Cross.

Overall, she was the first woman to head a political party, the AZ and one of the four (4) Zambian women (the others being Ms Gwendoline Konie, Ms Edith Nawakwi and Ms Chishala Kateka) to run for elections to the Office of the President of the Republic of Zambia.

Professor Nkandu Luo



Professor Luo was first elected as MP for Mandevu Constituency in 1996 under the MMD ticket. In 2011, she was elected MP for Munali Constituency under the PF Party, the seat she also retained in the 2016 general elections. Some of the Ministerial portfolios she held include Minister of Livestock and Fisheries; Health; Higher Education; Gender; Chiefs and Traditional Affairs' and Transport and Communications. She is known as the first female professor in

Zambia and therefore, academically, is the first highly qualified woman to serve as MP. Her extensive research in Pathology, Microbiology and HIV/AIDS made her instrumental in creating various HIV and AIDS programmes in Zambia, such as Tasintha, a programme which seeks to free Zambia from commercial sex-work and HIV and AIDS; the National AIDS Control Programme; the National Blood Transfusion Service; and the Prevention of Mother to Child transmission of HIV/AIDS programme. In her parliamentary career, she advanced issues of women on the Floor of the House and served as chairperson of the ZWPC.

Ms Sylvia Masebo



Ms Sylvia Masebo came to public prominence in the 1990s as Deputy Mayor of Lusaka and MMD Deputy Treasurer. Even before the mass defections from the MMD, in response to President Chiluba's third-term ambitions in 2001, Ms Masebo had led a large group of dissatisfied MMD members out of the party. In 2001, she joined the Zambia Republic Party (ZRP), which was a newly established party headed by former Minister of Defence, Mr Benjamin Y Mwila. She was first elected as MP for Chongwe Constituency in 2001 under ZRP. In 2003, Ms Masebo was one of the opposition parliamentarians who were co-opted into President Mwanawasa's Cabinet. She vacated her sit in Parliament when she decided to cross over to MMD in 2006. Ms Masebo was re-elected on the MMD ticket and served as MP until 2011, when she was re-elected MP for Chongwe Constituency under the PF, making her one of the longest serving female parliamentarians in Zambia. During her tenure, she held various government portfolios such as Minister of Local Government and Housing; Health; as well as Tourism and Arts.

In August, 2021, she was re-elected MP for Chongwe Constituency under the UPND ticket, and was subsequently appointed as Minister of Health.

3.5 Celebrating Firsts among Women in Parliament

This section highlights women who have been the first to occupy certain positions in Parliament, making them pioneers.

First Female Vice-President and Leader of Government Business: Mrs Inonge Mutukwa Wina



Mrs Inonge Mutukwa Wina's passion for civic and public service dates back to the early 1970s, when she gave free service to women's movements. She also served on a number of boards of Non-Governmental Organisations (NGOs) and as president of the Young Women's Christian Association (YWCA). She was instrumental in promoting the women's human rights agenda, resulting in the Zambian Government's establishment of the Victim Support Unit under the Zambia Police Service. She was first elected as MP for Nalolo Constituency in 2001 under the UPND ticket. During her tenure as MP, she served as Chairperson of the Committee on Human Rights, Gender and Governance and the ZWPC, among others.

In the 2006 general elections, Mrs Wina re-contested her Nalolo seat under the ULP. She lost the election and petitioned the results in the High Court, where the case was ruled in her favour. However, the decision was later overturned by the Supreme Court. In the 2011 general elections, Mrs Wina again contested the Nalolo seat, under the PF ticket, and won. She was appointed National Chairperson for the ruling PF, and served as Minister of Chiefs and Traditional Affairs, before being appointed as Minister of Gender and Child Development.

On 26th January, 2015, newly elected President Edgar Chagwa Lungu appointed Mrs Wina as Vice President of the Republic of Zambia and Leader of Government Business in the House, a position she held until 2021. She became the first female to hold the position, making her the highest-ranking female in the history of Zambia.

First Female Speaker: Ms Nelly B K Mutti



Hon Ms Nelly Butete Kashumba Mutti, a certified Arbitrator and Mediator obtained her Bachelor of Laws Degree (LLB) from the University of Zambia, which marked the beginning of her illustrious career. She went on to serve the nation in various capacities, such as State Advocate and subsequently Senior Legal Advisor at the Ministry of Foreign Affairs, from 1980 to 1990. She later served as Chairperson of the Anti-Corruption Commission (ACC), from 2002 to 2006; Commissioner on the Constitution Review Commission of Zambia, from 2003 to 2005; and Member of the National Constitutional Conference and the Technical Committee on Drafting the Zambian Constitution, from 2007 to 2008 and from 2010 to 2012, respectively.

She later went into private practice and became Managing Partner for Lukona Chambers, a renowned law firm in Zambia. During this period of her career, she served as director and chairperson for various companies, such as the Emeritus Reinsurance Company, Zambia Investments Holding Limited, the New Apostolic Church Relief Organisation and Genesis Finance Limited.

On Friday, 3rd September, 2021, Ms Mutti was elected Speaker of the National Assembly of Zambia, unopposed, becoming the first-ever female Speaker of the National Assembly in the history of Zambia.

First Female Deputy Speaker: Mrs Mutale WK Nalumango



Mrs Mutale Nalumango was first elected as MP for Kaputa Constituency in 2001, under the MMD ticket. During her tenure, she served the nation in other capacities, including Minister of Labour and Social Security and Minister of Information and Broadcasting Services. In 2007, she became the first female Deputy Speaker of the National Assembly of Zambia, a position she held until 2011. Further, in February, 2021, she was appointed Vice-President of the UPND, becoming the first female to hold the position in the party. During the August, 2021 general elections, she was the running-mate to the UPND Presidential Candidate, Mr Hakainde Hichilema, who subsequently won the election. Accordingly, Mrs Nalumango became the Vice-President of the Republic of Zambia and Leader of Government Business in Parliament. She became the second female to hold this Office.

First Female First Deputy Speaker: Ms Catherine Namugala



Ms Namugala was first elected as MP for Mafinga Constituency (formerly Isoka East) in 2001 and served up to 2016. She served the nation in various capacities, such as Minister of Tourism, Environment and Natural Resources; and Community Development and Social Services; as well as Deputy Minister of Foreign Affairs; Community Development and Social Services; and in the Office of the Vice President. In February 2010, Ms Namugala was awarded the African Tourism

Minister of the Year, beating six contestants from Ghana, Namibia, Sierra Leone, Tanzania, Uganda and Zimbabwe.

In 2016, she was elected First Deputy Speaker of the National Assembly of Zambia, a position she held up to 2021. It is to be noted that the position of First Deputy Speaker came into existence in 2016 when the Republican Constitution was amended. Before then, the position was referred to as Deputy Speaker. Ms Namugala was the first office holder to be referred to as First Deputy Speaker of the National Assembly and she was also one of the longest serving parliamentarians in Zambia.

First Female Minister of Finance: Ms Edith Nawakwi



Ms Edith Nawakwi was Zambia's and SADC region's first female Minister of Finance who entered Parliament in 1991 under the MMD ticket. She served as MP for Nakonde Constituency until 2001 when she was elected MP for Munali Constituency and served up to 2006. She also held other ministerial portfolios which included Deputy Minister for Energy and Water Development; Minister of Agriculture, Food and Fisheries; as well as Labour and Social Security. She is also among the few women in Zambia to be president of a political party, and to participate in general elections as a presidential candidate under the FDD political party ticket.

First Female Clerk of Parliament: Mrs Doris Katai Katebe Mwinga



Mrs Doris KK Mwinga was Clerk of the National Assembly from November, 2002 to May, 2017. She began her professional career at the Ministry of Legal Affairs where she worked as a State Advocate from 1982 to 1984. Rising through the ranks, she became Senior Parliamentary Draftsman in 1989 and was later elevated to the position of National Expert Chief Parliamentary Draftsman at the Ministry of Legal Affairs. Thereafter, she became the first female Clerk of the National Assembly of Zambia in 2002.

As Clerk of the National Assembly, Mrs Mwinga pioneered and presided over a number of developments, including the commencement of the implementation of the parliamentary reform programme. The reform agenda saw the National Assembly of Zambia begin to transform from a rigid and closed-up Institution to an open, transparent, and accountable one. During her tenure as Clerk, she also served as President of the Association of Secretaries General of Parliaments (ASGP), a consultative body of the IPU. Its objective is to study the law, procedure, practice and working methods of different Parliaments; propose measures for improvement; and secure cooperation between Parliaments.²⁵

3.6 Collective Success – the Zambian Women Parliamentarians Caucus (ZWPC)

The ZWPC is a non-profit-making group which falls under the umbrella of the SADC Parliamentary Forum's (SADC-PF) Regional Women's Parliamentary Caucus (RWPM). The ZWPC is also affiliated to the Commonwealth Women's Parliamentary Caucus (CWPC). The SADC-PF and the CWPC bring together women parliamentarians from diverse democracies,

²⁵ ASGP website <https://www.asgp.co/about>

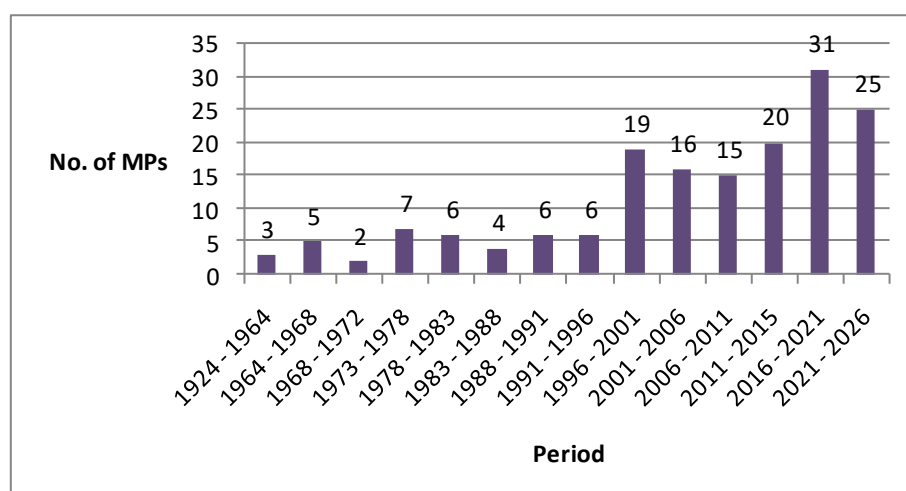
who are committed to promoting gender equality, especially increasing the number of women in political leadership positions, as well as empowering women and girls.

Through the ZWPC, female parliamentarians work together towards increasing the number of women in the Zambian Parliament and improving the status and welfare of women in general. In line with the broader objectives of the SADC-PF and the CWPC, some of the strategic focus areas of the ZWPC include:

- i. providing a forum for discussion of matters affecting women in the country, SADC, the Commonwealth and other regions;
- ii. researching into issues affecting women and recommending mitigation measures; and
- iii. encouraging and mobilising for promotion of women's self-esteem and assertiveness for their participation in all issues pertaining to national development.

As the Zambian Parliament continues to reform, it is hoped that Zambia will attain the 50/50 threshold women representation in Parliament as set out in the AU and the SADC Protocol on Gender and Development, to which Zambia is a signatory. The ZWPC provides practical mechanisms through which women can contribute and participate in ameliorating the lives of not only women, but society as a whole.

3.7 Statistics of Women who have served in the Zambian Parliament – 1924 to 2026²⁶



²⁶ Chart based on the 5 year election periods. 2021-2026 statistics were as per the 13th Parliament constituted after the 2021 General Elections.

3.8 Conclusion

The foregoing account gives a clear picture of the role of women in politics, Parliament and society at large. Specifically, the chapter shows that women representation in the Zambian Parliament has gradually improved. However, the fact that women representation has entered double digits over the years, does not mean that the obstacles to women's parliamentary representation have been fully addressed. A range of obstacles still persist, such as negative socio-cultural values; challenges associated with the first-past-the post electoral systems that disadvantage female candidates; and the high cost of running an election campaign.

In view of the above, it is imperative that all stakeholders play their role in ensuring that more women are represented in Parliament. These include political parties, which act as 'gatekeepers' to the adoption of candidates; CSOs, which can ensure that women candidates are sensitised and informed about the political process; Parliament, which can help create a conducive legal framework for more women representation in Parliament, such as enshrining quota systems in the Republican Constitution; and the Executive, which can ensure that relevant legal provisions and interventions aimed at increasing women representation in Parliament are effectively enforced and implemented, respectively.

CHAPTER 4: MEMBERSHIP TO GLOBAL AND REGIONAL PARLIAMENTARY BODIES

Parliaments worldwide belong to various parliamentary associations and inter-parliamentary groups. Through these organisations and associations, Parliaments collaborate, both at regional and global levels. They also provide forums in which MPs and staff periodically meet to exchange information on good governance, democracy and on general social, economic and political issues affecting their respective countries and regions. They also offer a platform to develop professional skills and help to codify best practices for staff. Activities of parliamentary associations include holding of periodic conferences, and production of publications on various global issues.

The Zambian Parliament belongs to, and liaises with a number of parliamentary associations and inter-parliamentary groups in the sub-region, in Africa and the world as a whole. By virtue of being a member of these organisations, the Zambian Parliament has been able to influence decisions at international fora. Furthermore, the resolutions passed at international fora are used by Parliaments as a means to lobby the Executive to respond to the recommendations through the Action Taken Reports.

Below is a summary of parliamentary associations and inter-parliamentary groups to which the National Assembly is a Member.

4.1 The Commonwealth Parliamentary Association (CPA)

The Commonwealth Parliamentary Association (CPA) was founded as the Empire Parliamentary Association in 1911. It adopted its present name in 1948. The CPA is made up of over 180 branches formed in legislatures in various Commonwealth countries. Its headquarters are in London, UK. The CPA Branches are grouped in regions, namely: Africa; Asia; Australia; British Islands and Mediterranean (BIM); Canada; India; Caribbean, Americas and the Atlantic (CAA); Pacific; and South East Asia.

The CPA connects, develops, promotes and supports parliamentarians and their staff to identify benchmarks of good governance and the implementation of the enduring values of the Commonwealth, which include: just and honest government, the alleviation of poverty,

fundamental human rights, international peace and order, global economic development, the rule of law, equal rights and representation for all citizens of both genders, separation of powers among the three branches of government and the right to participate in free and democratic political processes.

The CPA Zambia Branch was formed in 1948. The main aim of the CPA Zambia Branch is to carry out activities that enhance the fulfilment of the overall objectives of the mother body. The Speaker of the National Assembly of Zambia is the ex-officio President of the Branch and to this effect, heads the Executive Committee of the CPA Zambia Branch. Apart from the Speaker, the Executive Committee of the CPA Zambia Branch includes 7 MPs who ascend to this position through elections held every two and a half years at the Annual General Meeting during the life of every Parliament. The activities of the Branch are administrated by the Clerk of the National Assembly who is the ex-officio Honorary Secretary and Treasurer.

As per the CPA standards, all serving parliamentarians are members of the Branch. Further, membership to the Zambian Branch is extended to former MPs. Since its inception, the CPA Zambia Branch has been fully participating in the activities of both the CPA Africa and CPA International by attending seminars, conferences, and exchanging parliamentary delegations with other branches.



Speaker of the National Assembly of Zambia, Rt Hon. Ms Nelly B. K. Mutti, MP (far right), next to her (centre) is Mr Misheck Nyambose, MP for Chasefu and Ms Marjorie Nakaponda, MP for Isoka (left) at the 52nd Commonwealth Parliamentary Association (CPA), Africa Region Conference, held from 3rd - 9th June, 2022, Freetown, Sierra Leone

In addition to seminars, conferences and exchange of parliamentary delegations with other branches, the CPA Zambia Branch also participates in, and hosts. Youth Parliaments. Through this, young people are given a platform to be heard on issues that affect their lives.

As an active member of the CPA, the Zambian Parliament has over the years hosted among others, the following seminars and conferences:

- (i) Eleventh Africa Regional Conference of the CPA, from 15th to 23rd September, 1979;
- (ii) Twenty-Sixth CPA Conference in 1980;
- (iii) First Commonwealth Parliamentary Seminar in 1989;
- (iv) Twenty-Second CPA Africa Regional Conference in 1991;
- (v) Thirty-Ninth CPA Africa Region Conference held from 7th to 15th July, 2008;
- (vi) CPA Africa Executive Committee Meeting, 11th to 18th March, 2012;
- (vii) Third CPA Africa Youth Parliament, 24th to 28th August, 2014; and
- (viii) CPA Africa Executive Committee Meeting, 6th to 9th March, 2019.



The Official Opening of the CPA Africa Executive Committee Meeting on 9th March, 2019, with Guest of Honour, Rt. Hon. Mr Justice Dr Patrick Matibini, SC., MP, former Speaker of the National Assembly of Zambia on the right, next to him was Rt. Hon. Justin B.N. Muturi, MP, former Speaker of the National Assembly of Kenya and Chairperson of the CPA Africa Executive Committee, followed by Hon Boygah Deveena, MP from Mauritius and at the far end, Mr Saidi Yakubu, Assistant Regional Secretary, CPA Africa Regional Secretariat Office, Tanzania, at the Avani Victoria Falls Resort, Livingstone, Zambia

4.1.1 Post-Election Seminars

The CPA conducts Post Election Seminars in its member Parliaments, a few months after a general election has been held. The Seminar provides a platform for new and returning

parliamentarians to interact with experienced parliamentarians and officials from other parts of the Commonwealth. The Seminar is encapsulated into two objectives:

- (i) to disseminate information on best practices in Commonwealth Parliaments, as a way of equipping parliamentarians with tools required to execute their mandate; and
- (ii) to promote an understanding of the way parliamentary procedures and practices can enhance good governance.

Zambia, has since 1992 benefitted from the CPA Post Election Seminars, such as the one that was held from 25th to 28th July, 2022 for the 13th National Assembly.

4.1.2 The Society of Clerks-at-the-Table (SoCATT)

The Zambian Parliament is an active member of the Society of Clerks-at-the-Table (SoCATT) both at Africa and international level. The SoCATT comprises Clerks of various Commonwealth Parliaments. It provides a platform on which parliamentary practices and experiences of various Legislative Chambers within the Commonwealth may be shared among the Clerks-at-the-Table, or those having similar duties, in the exercise of their professional duties.

Whilst the SoCATT international is more independent in terms of its operations and regulations, the SoCATT Africa, on the other hand operates within the ambit of the CPA Africa Region Constitution and its founding Rules. One of the Zambian Parliament's key contributions to the SoCATT Africa can be traced back to 1982. Following a side meeting of African Clerks during the 6th Conference of Commonwealth Speakers and Presiding Officers held in Canada from 20th to 27th April, 1981, the Clerks agreed to convene a meeting of Clerks of Commonwealth Parliaments in Eastern, Central and Southern Africa. The mandate was given to the then Clerk of the National Assembly, Mr Ng'ona Mwelwa Chibesakunda. Subsequently, the first ever seminar for Clerks and other parliamentary officials from the CPA Africa region was held from 15th to 22nd May, 1982, in Lusaka, Zambia.

The affairs of SoCATT Africa are managed by a Steering Committee which reports and accounts to the CPA Africa Region Executive Committee and the Annual General Meeting (AGM) of SoCATT Africa. In the period 2018 to 2021, the former Clerk of the National Assembly of

Zambia, Mrs Cecilia N Mbewe, was the Chairperson of SoCATT Africa. She was the first female Clerk of Parliament to hold this position. Apart from being a member of SoCATT Africa, Mrs Mbewe was also a member of SoCATT International.



Mrs Cecilia N Mbewe (third from left), former Clerk of the National Assembly of Zambia and Chairperson of SoCATT Africa (2018-2021), flanked by members of the SoCATT Africa Steering Committee and the SoCATT Africa Secretariat, at a SoCATT Africa Steering Committee Meeting, 12th-13th June, 2019, at the Avani Victoria Falls Resort, Livingstone, Zambia

Further, support to SoCATT Africa by the Zambian Parliament has been evidenced through the hosting of the following events:

- (i) the Steering Committee Planning meeting for the SoCATT Africa Region held in Livingstone in November, 2018; and
- (ii) the 4th SoCATT Africa Professional Development Seminar held in Livingstone, Zambia from 6th - 9th June, 2019, under the theme, “*Facilitating capacity strengthening support to Members of Parliament in providing effective oversight in the implementation of the National Development Plans (NDPs) and Strategies in the context of Sustainable Development Goals (SDGs) and Agenda 2063.*”



Mrs Cecilia N Mbewe, former Clerk of the National Assembly of Zambia and Chairperson of SoCATT Africa from 2018 to 2021, with some of the members of the SoCATT Zambia Technical Team, during the 4th SoCATT Africa Professional Development Seminar, 6th – 9th June, 2019, Livingstone, Zambia

4.2 The Inter-Parliamentary Union (IPU)

Founded in 1889, the Inter-Parliamentary Union (IPU) has a membership of over 179 Parliaments. The main aim of the Union is to bring together Parliaments of the world and afford them an opportunity to participate in building strong representative organs so as to promote peace and unity in the world. The organs of the Union are the Inter-Parliamentary Conference, the various Committees and the Geneva-based Secretariat. The IPU achieves its objectives through conferences, study groups and various publications.

The Union is further composed of the Association of Secretaries General of Parliaments (ASGP), which is a professional body for Parliaments' senior officials. It is a consultative body of the IPU, and the ASGP President reports annually to the IPU Executive Committee on the Association's activities. It studies the law, procedure, practice and working methods of different Parliaments and proposes measures for improvement and for securing cooperation between different Parliaments.

The Zambia National Group of the IPU was affiliated in 1977 and has been an active member of the Union. It participates in all the conferences it is invited to by the Union. The Executive Committee of the Zambia National Group is composed of the Honourable Speaker, who is the President of the Group and the Clerk, who is the Honorary Secretary/Treasurer of the Group.

Both the Speaker and the Clerk of the National Assembly are ex-officio members of the Executive Committee of the Group. Other members of the Executive Committee include two Vice-Presidents (Vice President I and Vice President II), and Executive Members I, II, III, IV, and V. The Group holds Annual General Meetings to discuss its activities.



Speaker of the National Assembly, Rt. Hon Ms Nelly B K Mutti, MP addressing the 143rd General Assembly of the Inter-Parliamentary Union (IPU), and Related Meetings, held in Madrid, Spain from 26th to 30th November, 2021



Members having fun at the 134th Assembly of the Inter-Parliamentary Union, 2016, Lusaka

Zambia has been an active member and participant in the activities of the IPU. This is evidenced by the following:

- (i) The Zambia National Group hosted the 134th Assembly of the IPU from 19th to 23rd March, 2016, in Lusaka, Zambia, under the theme: **“Rejuvenating Democracy: Giving Voice to the Youth”**. The Assembly brought together delegates from all over the world.



Members of the Zambian delegation consulting during the 134th Assembly of the IPU, in Lusaka, Zambia in 2016, In the picture, the late Mr Rodgers Mwewa, former MP for Mwansabombwe (left) and Mr Greyford Monde, former MP for Itezhi-tezhi (right)

- (ii) The Zambian Parliament has contributed greatly to IPU conferences. One of the notable contribution was when the then Deputy Speaker, Honourable Mkhondo Lungu, MP, defended and convinced the Assembly to adopt and give the emergency item on the, "outbreak of Ebola," the utmost urgent attention it required. The emergency item, which was jointly submitted by Zambia and Belgium caught the eye of the parliamentarians in the wake of the many casualties that had been recorded, following the outbreak in March, 2014.



The late former Deputy Speaker Hon Mkhondo Lungu, MP, with Members of Parliament from different IPU member countries during the 134th Assembly of the IPU and related meetings in Lusaka, Zambia, March, 2016

- (iii) The election of Mrs. Doris KK Mwinga, former Clerk of the National Assembly of Zambia, to the position of President of the Association of Secretaries General of Parliaments (ASGP) on 13th October, 2014. She was elected unopposed for a three (3) year term of office. Mrs Mwinga, previously served as Second Vice President in the Executive Committee of the ASGP. She took over the presidency of the ASGP from Mr. Marc Bosc, Clerk of the House of Commons, Canada.

4.3 The African, Caribbean and Pacific Group of States (ACP) and European Union (EU) Joint Parliamentary Assembly

The African, Caribbean and Pacific Group of States and the European Union Joint Parliamentary Assembly (ACP-EU JPA) was created out of a common desire to bring together the elected representatives of the European Community, the Members of the European Parliament and the elected representatives of the African, Caribbean and Pacific States (ACP countries). It was created after the coming into force of the Cotonou Agreement, between the EU and ACP Group of States. Since the entry into force of the Treaty on European Union and EU enlargement, it acquired a more prominent role. A substantial part of the work of the JPA is directed towards promoting human rights, trade, democracy and the common values of humanity. This has produced joint commitments undertaken within the framework of the ACP-EU cooperation.

The JPA is composed of equal numbers of the EU (79) and ACP (79) representatives. In the absence of a Parliament, the attendance of a representative from the ACP State concerned is allowed, subject to the prior approval of the JPA. The JPA meets alternately in ACP and EU countries.

Some of the roles of the JPA, as a consultative body, are as follows:

- (i) promote democratic processes through dialogue and consultation;
- (ii) facilitate greater understanding between the peoples of the EU and those of the ACP States and raise public awareness of development issues;
- (iii) discuss issues pertaining to development and the ACP-EU Partnership; and
- (iv) adopt resolutions and make recommendations to the Council of Ministers with a view to achieve the objectives of the Partnership.

The National Assembly has been participating in the work of the ACP-EU JPA by appointing a representative to represent the interests of the country through the various Committees and plenary sessions of the JPA. As Zambia's representative, the parliamentarian ensures that the needs or interests of the country are well articulated in all the meetings of the ACP-EU JPA.

The National Assembly has made significant contributions to the ACP-EU JPA and this has been achieved through the participation of MPs. In 2009, Mr Charles L Milupi, former MP for Luena Constituency, was elected President of the ACP Parliamentary Assembly and Co-President of the ACP-EU JPA.

In addition, the National Assembly hosted the 7th Regional meeting of the ACP EU JPA from 22nd to 24th February, 2012, in Lusaka. During the meeting, MPs shared, among other things, ideas on how to exploit mineral resources in a way that would contribute to the development of Southern Africa.



Dr. Sebastian C Kopulande, former MP for Chembe Constituency, (Front row, on the left) with other Members during the 51st Session of the ACP Parliamentary Assembly, Brussels, 2018

4.4 The Southern African Development Community Parliamentary Forum (SADC-PF)

The Southern African Development Community Parliamentary Forum (SADC-PF) was established in 1996 in accordance with Article 9 (2) of the SADC Treaty, as an autonomous institution of the SADC. It is a regional inter-parliamentary body composed of twelve (12) Parliaments representing over 1,800 parliamentarians in the SADC region. Member Parliaments are Angola, Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, South Africa, Eswatini, Tanzania, Zambia and Zimbabwe.

The SADC-PF's key objectives include: promoting the virtuous ideals of human rights; gender equality; good governance; democracy; transparency; as well as peace and stability within the SADC region. Accordingly, the SADC-PF has developed tools that have served as references for national Parliaments and governments in the aforementioned areas of interest. The instruments have also been used by other institutions outside the SADC Region. The tools developed include the following:

- (i) Norms and Standards for Elections in the SADC Region adopted in 2001;
- (ii) the Model Law on HIV/AIDS which was approved by the SADC-PF Plenary Assembly in 2008, which provides a comprehensive framework for harmonisation of HIV and human rights laws in Southern Africa; and

- (iii) Benchmarks for Democratic Legislatures in Southern Africa adopted in 2010, as a tool to enhance Parliamentary Reforms by Member Parliaments through fostering a standards-based approach.

In line with these objectives, the Forum has taken keen interest in election observations to bring sustained democratic elections discourse and electoral reform agenda in the SADC region. This is achieved by providing benchmarks, norms and standards for elections in order to strengthen electoral institutions, reforming of outdated electoral legal frameworks, which are not consistent with good practices, as well as entrenching the democratic process in the conduct of elections.

The Forum also trains parliamentarians and parliamentary staff on electoral systems, elections management, election observation, electoral reforms and post-election follow-ups for purposes of entrenching the gains made and changing undesirable and undemocratic practices. The ultimate goal of the programme is to minimise disputes over election outcomes among contesting political parties, thereby contributing to peace and political stability in the SADC Region.

Further, under the SADC-PF Sexual Reproductive Health and Rights (SRHR) Project, the Zambian Parliament has implemented a number of interventions with support from partner organisations and CSOs in four key constitutional and legal functions: legislative, budget, representative, as well as oversight on the Executive, which include the following:

- (i) on the legislative function, the National Assembly of Zambia passed some laws that relate to SRHR, HIV/AIDS and governance. The NAZ played an instrumental role in the following:
 - a) enactment of the National Health Insurance Act No. 2 of 2018, the Anti Gender-Based Violence Act No.1 of 2011; and the Zambia Medicines and Medical Supplies Agency Act No. 9 of 2019;
 - b) the Employment Code Act No.3 of 2019, which refined provisions on maternity and paternity leave in sections 41 and 46, respectively;
 - c) Gender Equity & Equality Act No. 22 of 2015; and
 - d) adoption of the Motion in 2015 to legislate against Child Marriage.

- (ii) through the representative function, a number of activities have been carried out, including, but not limited to the following:
 - a) adoption of a private Members' Motion in 2019, which urged the Government to provide free sanitary towels to girls in public schools;
 - b) the Committee on Delegated Legislation continued to probe the roll out of fast track courts on GBV and the implementation of the National Health Insurance Scheme; and
 - c) in 2020, Parliament negatived a Motion which sought the suspension of the teaching of Comprehensive Sexuality Education (CSE) in Zambian schools. This was followed up by a meeting of MPs from the SADC-PF SRHR project, the Parliamentary Caucus on Children (PCC) and the ZWPC, who issued a communiqué in support of the teaching of age appropriate CSE in schools.

- (iii) under the budget function, the following are milestones that have been achieved:
 - a) some Committees have received training on sector budget analysis, tracking and oversight with a focus on SRHR;
 - b) the Committee on Government Assurances has been consistently probing Government on its undertaking to budget for the provision of sanitary towels; and
 - c) debates by Members on the national budget in matters relating to public health indicate that Members have raised issues relating to gender care, health services, education and provision of medical services such as contraceptives.

- (iv) from the oversight function point of view, the following are some of the milestones achieved:
 - a) MPs have demonstrated a pronounced understanding of SRHR and HIV/AIDS related governance issues. As a result, this has heightened the scope and content of their interventions in Parliament through parliamentary Committees and oversight visits. For example, with support from the Embassy of Sweden, the then Committee on Health, Community Development and Social Services undertook an in-depth study in 2018 that resulted in the assessment of the country's

readiness to harness the implementation of SRHR, in line with SDG No. 3. This was done through oversight of selected health systems; and

- b) Committees undertake public hearings to get wider views from the communities and stakeholders on various SRHR related matters.

4.5 The Pan African Parliament (PAP)²⁷

The Pan-African Parliament (PAP), currently an advisory body of the African Union (AU), was established in March 2004, by Article 17 of the Constitutive Act of the AU, as one of the nine Organs provided for in the Treaty Establishing the African Economic Community (AEC) signed in Abuja, Nigeria, in 1991. The Protocol establishing the PAP was ratified by 49 member States. The total number of members of the PAP is 205. The establishment of the PAP was informed by a vision to provide a common platform for African peoples and their grass-roots organisations to be more involved in discussions and decision-making on the problems and challenges facing the continent.



Members of the Zambian delegation during the Ordinary Session of the PAP, Kigali Rwanda, 2018. L-R Hon Geoffrey Lungwangwa, former MP for Nalikwanda Constituency; Hon Mutinta Mazoka, MP, Hon Margaret Miti, former MP for Vubwi Constituency and the late Hon Maxas Ng'onga, former MP for Kaputa Constituency

The PAP was established to pursue the various objectives, including the following:

- (i) facilitate and oversee implementation of AU policies, objectives and programmes;
- (ii) promote the principles of human rights, peace and democracy in Africa;

²⁷ <https://au.int/en/pap>

- (iii) encourage good governance, transparency and accountability in member States;
- (iv) strengthen continental solidarity and build a sense of common destiny among the peoples of Africa; and
- (v) facilitate cooperation among regional economic communities and their parliamentary fora.

The National Assembly actively participates in the Business of PAP through five (5) MPs that are appointed to represent the House. PAP's activities participated in so far, include the following:

- (i) advocating for the ratification of the Revised Protocol to the Constitutive Act of the African Parliament relating to the PAP. This was done by facilitating meetings with the PAP former President and the former President of Zambia, His Excellency Dr Edgar C Lungu and the Minister of Justice. The National Assembly also wrote to the Ministry of Foreign Affairs to follow up on Zambia's position;
- (ii) development of model laws by the PAP, such as the Model Law on Disability;
- (iii) participation in election observer missions around Africa;
- (iv) debates on key issues before the AU; and
- (v) participation in fact-finding missions in a number of countries.

In addition, the NAZ debates, on the Floor of the House, numerous challenges on the continent, through the reports that are submitted by its PAP representatives.

4.6 The Parliamentary Forum of the International Conference on the Great Lakes Region

The Parliamentary Forum of the International Conference on the Great Lakes Region (ICGLR) is an inter-parliamentary organisation of the countries in the African Great Lakes region. Its establishment was based on the recognition that political instability and conflicts in member countries had a considerable regional dimension, and thus required concerted effort in order to promote sustainable peace and development. The Great Lakes Region stretches over Central, Eastern and Southern Africa, with 12 diverse member States. Some of the States are characterised by war, conflict, mistrust and mutual tensions about resources and border lines. At

the root of the foundation of the ICGLR lie the conflicts in the eastern Democratic Republic of Congo (DRC) and its neighbouring countries.

The organisation is composed of the 12 member States of the ICGLR, namely: Angola, Burundi, Central African Republic, Republic of Congo, DRC, Kenya, Rwanda, South Sudan, Sudan, Tanzania, Uganda, and Zambia.

Its founding history began in 2000 when the United Nations Security Council (UNSC), as stated in its resolutions 1291 and 1304, called for an international Conference on peace, security, democracy and development in the Great Lakes region. Later that year, the Secretariat of the International Conference was established in Nairobi, Kenya, under the umbrella of the UN and the AU.

The main divisions of the ICGLR include:

- (i) Peace and Security;
- (ii) Democracy and Good Governance;
- (iii) Economic Development and Regional Integration; and
- (iv) Humanitarian and Social Issues.



Members of Parliament from different member countries of the Great Lakes Region (FP-ICGLR) at the 11th ordinary Session of the Forum of Parliaments of the member States of the International Conference, Kinshasa, Democratic Republic of Congo, 2021

In addition, the Conference addresses cross-cutting issues such as gender, environment, human rights, HIV/AIDS and human settlements. There are two main principles that guide the approach of the ICGLR. Firstly, a sustainable solution for peace, stability and development in the Great Lakes Region has to be based on strong ownership of the countries of the region themselves. Secondly, the ICGLR is based on partnership with stakeholders, in particular the Group of Friends and Special Envoys which provides financial, diplomatic, technical and political support.

Some of the activities carried out by the ICGLR, include election observation, pursuant to the Pact on Security, Stability and Development in the Great Lakes Region and the Protocol on Democracy and Good Governance. For instance, the ICGLR sent a team of observers to Zambia, to monitor the Presidential by-election on 20th January, 2015. The election observation mission team was led by Mr. Joseph Biribonwa, the Deputy Chairperson of the Uganda Electoral Commission, and composed of other members from Angola, Central African Republic, Kenya, United Republic of Tanzania, Uganda and members of the ICGLR Secretariat.

Contributions by the Zambian Parliament to the ICGLR include the following:

The Zambian Parliament has participated in several ICGLR meetings since its inception and has also hosted a number of meetings including the following:

- (i) the Forum of Parliaments of member States of the 5FP-ICGLR, which held its 10th Ordinary Session of the Executive Committee in Lusaka, Zambia, from 8th to 9th September, 2014; and
- (ii) the 10th Ordinary Session of the Executive Committee, which was held in Lusaka, from 25th to 27th March, 2014, following the 9th meeting which was held in Goma, Eastern DRC.

4.7 The Southern Africa Development Community Organisation of Public Accounts Committees (SADCO-PAC)

The Southern Africa Development Community Organisation of Public Accounts Committees (SADCOPAC) was created in 2003, as an autonomous and independent organisation of Public Accounts Committees, aimed at promoting mutual support, foster the exchange of ideas,

knowledge and experience among Public Accounts Committees (PAC) on the oversight function. Its overall objective is to contribute to good governance and transparency.

Its membership includes 13 member States, namely: Angola, Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa through the Association of Public Accounts Committees (APAC) of South Africa Legislatures, Eswatini, Tanzania, Zambia, and Zimbabwe.



Hon Howard Kunda, former MP for Muchinga Constituency (seated on the left) with fellow Members of Parliament and staff of the National Assembly of Zambia at the 15th SADCOPAC Annual General Meeting held in Swakopmund, Namibia, 2018

SADCOPAC works with Parliaments in SADC countries in meeting the peoples' expectations of sound accountability of the Executive to the people through Parliaments. It further strengthens oversight on proper utilisation of public resources for the purpose of increasing domestic revenue and reducing dependence on foreign aid to finance national budgets, through best practices, sharing of information and experiences; and sound management practices.



Group Photo of the delegates who attended the 16th SADCOPAC AGM, held in Johannesburg, South Africa

Some of the key achievements for SADCOPAC include the following:

- (i) improved accountability and good governance in the SADC region. In the last fifteen years of the existence of SADCOPAC, the SADC region experienced improvements in the accountability and governance of financial management among its member States;
- (ii) effective Secretariat and good internal operations. PAC support staff have attended intensive training programmes, resulting in improved quality and output of their work. These training programmes for PAC support staff are coordinated by SADCOPAC through which participants build a strong network, enabling them to exchange and share experiences;
- (iii) non-partisan culture. All PAC members in the region understand that they have to work in a non-partisan culture;
- (iv) calls upon the Executive to account for public sector spending without fear or favour, with the view of not witch-hunting or unnecessarily punishing staff from the Executive wing of Government. Instead, hearings are conducted with an intention of improving the way the Executive discharges its activities, with regard to adherence to financial regulations. So far, officers from the Executive who attend PAC hearings, acknowledge that there have been a lot of improvements in public financial management, which is alluded to PAC hearing and scrutiny meetings; and
- (v) adoption and implementation of Good Practice Guide for PAC in the SADC region.

Membership from the Zambian Parliament include the Chairperson who is a permanent representative on SADCOPAC. However, depending on the nature of the meeting to be attended, other MPs are included in the delegation to accompany the Chairperson, on a rotational basis.

The Zambian Parliament's contribution to the SADCOPAC

The Zambian Parliament once held the position of Secretary General, through the former Chairperson Hon Howard Kunda. The position was key to the co-ordination of the SADCOPAC activities. Further, the Zambian Parliament hosted the 11th SADCOPAC Annual Conference and General Meeting at the Mulungushi International Conference Centre in Lusaka, in 2014. The Conference and General Meeting attracted delegates from countries located in the Southern, Eastern, Central and West African Regions, who convened under the theme “*Enhancing Development Through Oversight of Public Procurement: The Role of Public Accounts Committee*”.

4.8 Conclusion

It is important for Parliaments to have platforms for interaction, such as the ones facilitated by global and regional parliamentary bodies. Further, global and regional parliamentary bodies, create awareness in innovative ways and help to ensure they are better informed. As a result, Members tend to make better decisions and more comprehensive analysis of trends and facts. For this reason, the Zambian Parliament's co-operation with other countries through global and regional membership is indispensable and must be encouraged.

CHAPTER 5: VOLUNTARY ORGANISATIONS IN PARLIAMENT

As highest platforms for deliberation on matters of public interest, some Parliaments across the globe have provided for the creation and existence of Voluntary Organisations (VOs) within Parliaments. Kaul and Shakhder (2016) have distinguished VOs from Parliamentary Committees based on their characteristics. They have described them as informal mechanisms with no statutory sanction nor powers and privileges conferred on them.²⁸ This notwithstanding, VOs are beneficial to parliamentarians in the sense that they allow Members to collaborate and effectively acquaint themselves on critical, current policy issues and other areas of interest that require constant focus. To this effect, parliamentarians are equipped, through the use of various parliamentary mechanisms, to advocate for change in legislation or policy and to accelerate progress in their areas of interest. Their coordinated effort contributes to, and impacts on the core functions of Parliament, Government and political processes, thereby shaping the agenda for national development.

5.1 General Characteristics of VOs

In most Parliaments, including Zambia, VOs tend to have similar characteristics in terms of formation, nature, composition and ways of operation. These include the following:

- (i) individual MPs champion and request for the formation of a VO;
- (ii) in order to implement their activities, VOs secure the necessary resources and funding through various options, which include making use of parliamentary facilities; fundraising through selling of branded group items; sourcing from cooperating partners; and charging membership subscription fee;
- (iii) membership is open to all legislators based on interest in, and commitment to issues advocated for. With some VOs, former MPs who wish to join as Associates may apply for membership and pay the same subscription fee as serving MPs;
- (iv) except for political party groups that champion interests unique to their parties, VOs are usually multi-party in nature, which enhances solidarity and democracy;

²⁸ Kaul, M.N. and Shakhder, S.L. (2016) Practice and Procedure of Parliament. Metropolitan Book Co. PVT. Ltd, India.

- (v) VOs facilitate dialogue, cooperation and enhance relations between parliamentarians and stakeholders such as CSOs and NGOs;
- (vi) VOs promote parliamentary liaison, mutual exchange of knowledge, legislative and advisory experience between Parliaments, thus strengthening friendship between Parliaments and enhancing inter-parliamentary relations;
- (vii) VOs help to build parliamentarians' capacity by providing support in form of training, knowledge and information on areas of interest; and
- (viii) VOs do not have formal legislative responsibilities and mandate to present reports of their work and concerns.

Whilst VOs have some similar characteristics, they do, however, take various forms and are called differently, depending on the jurisdiction and areas of focus. For instance, the VOs in the NAZ are referred to as: All-Party Caucuses; Chapters; Networks; or Friendship Groups. In other Parliaments, VOs such as interest groups; charity groups; and political party groups exist.

5.2 Voluntary Organisations in the Zambian Parliament

The NAZ Management has created an enabling environment in which MPs who wish to form parliamentary VOs are given a platform to discuss issues of interest and engage stakeholders. In this regard, most day to day operations and activities for NAZ VOs are carried out and supported by NAZ staff, which makes up the secretariat. This is to ensure efficiency, effectiveness and sustainability of activities, among other things. A summary of each VO in the NAZ is described below.

5.3 Parliamentary Caucuses, Chapters and Networks

5.3.1 The African Parliamentarians Network Against Corruption (APNAC) Zambia Chapter

The APNAC Zambia Chapter was established in 2005, with the vision to attain “*a corruption free Zambia, guided by a transparent and accountable system of governance in which human development progresses without hindrance.*” Its mission statement, on the other hand, is to “*provide a platform for parliamentarians to actively contribute to the development of a corrupt free Zambia by promoting high ethical standards in leadership; advocating for necessary institutional, legal and polity reforms; and providing alternative strategies in*

combating corruption.” Ethical principles that guide APNAC Zambia operations include transparency; accountability; competence; trustworthiness; integrity; leadership; and excellence.

5.3.2 The All Party Parliamentary Caucus on Food and Nutrition (APPCON)

The Caucus was formally introduced in December 2014, when the Zambia Civil Society Scaling Up Nutrition Alliance (CSO-SUN) held a Nutrition Forum in Lusaka, which brought together stakeholders from various sectors working towards nutrition development in Zambia. The formation of the Caucus was in recognition of the essential role that Members play in promoting the cause of nutrition at parliamentary and national levels, as influencers of legal and budgetary reforms, and at constituency level, as change agents and community leaders. In this regard, members of the Caucus are committed to advocating for nutrition legislation, as well as enhancing political will and accountability to address the burden of malnutrition.

5.3.3 The All-Party Parliamentarians’ Caucus on Sustainable Development Goals (APPCSDG)

The Caucus was established in 2015 with the sole objective of performing an oversight role on the implementation of SDGs. The Caucus acts as an SDG focal point within Parliament, where the Government, CSOs and the public harmonise and integrate their effort to attain SDGs by 2030. It was designed to be instrumental in fostering and sustaining SDG engagement, while raising the level of SDG knowledge among parliamentarians, as well as its dissemination to constituencies.

5.3.4 The Coalition of African Parliamentarians Zambia Chapter Promoting One Health (CAPAH)

The Chapter was officially launched in 2008, with support from the President’s Emergency Plan for AIDS and Relief (PEPFAR) through the United States Agency for International Development (USAID), as well as Support for the HIV and AIDS Response in Zambia (SHARE) project. Initially, its purpose was to provide parliamentary leadership on HIV and AIDS. Nevertheless, with the emergency of other health related matters, the Caucus has expanded its scope of mandate to promote ‘one health,’ which includes human, animal and environmental health. The Caucus contributes to an effective and appropriate national

response to health and environmental issues by promoting accountability, instilling a sense of community ownership and ensuring sustainability.

Its vision is to have a “*productive and healthy society, a balanced ecological system, leading to improved quality of life.*”

5.3.5 The International Association of Parliamentarians for Peace (IAPP)

The Association was launched in 2016 at an International Leadership Conference (ILC) held in Lusaka, Zambia and attended by 72 parliamentarians from 15 countries in Eastern and Southern Africa. Its inauguration took place at Parliament Buildings in the same year. The main objective of the IAPP is to promote and sustain peace in the region, and Zambia in particular. In line with this, parliamentarians are charged with the responsibility of spreading messages of peace in their constituencies, uniting citizens, and enacting peace oriented legislation in a non partisan manner.

5.3.6 The Men’s Parliamentary Network on Gender Equality (MPNGE)

This initiative was launched in 2018 by male MPs, with the aim of championing gender equality. Its formation was a confirmation that male lawmakers had realised that gender equality advocacy is not just a women’s issue. The network is, therefore, determined to continue giving impetus to Zambia’s fight against gender inequality, by raising men’s voices on such matters as sexual and gender-based violence.

5.3.7 The Parliamentary Caucus on Children (PCC)

With help from the United Nations Children Emergency Fund (UNICEF), the PCC was formed in 2008 and officially launched in 2010. Its vision is to “*achieve a Zambia fit for children*” at both national and constituency levels. The Caucus aims to influence relevant national institutions to place issues related to children, particularly orphans and other vulnerable children, at the top of the Government’s political and development agenda.



PCC Members Commemorating World Children's Day with representatives of children from all parts of Zambia on Monday, 19th November, 2018 at Parliament Buildings in Lusaka

To show the PCC's concern, engagement and recognition of children in developmental affairs, the PCC logo was designed by a thirteen (13) year old boy, Tatenda Lungu of Kafue Boys Secondary School.

5.3.8 The Unite-Network to End HIV/AIDS Chapter

The Zambia Chapter was formed in 2019, with one of its objectives being the fight against infectious disease through unified political advocacy and promotion of absolute political accountability. It is an affiliate of a collaborative UNITE Global Parliamentarians Network, which believes in effecting tangible change through uniting voices of parliamentarians, to ensure that no life is limited by infectious disease, such as HIV and AIDS; and Viral Hepatitis. The group commits to contributing towards the attainment of SDG 3 by 2030, which aspires to ensure universal health coverage and well-being, as well as provision of, and access to safe and effective medicines and vaccines for all.

5.3.9 The Zambia All-Party Parliamentary Group on Population and Development (ZAPPD)

The Caucus was formed in 1997 to provide a forum for MPs and interested organisations to discuss and advance population, development and reproductive health rights and issues. It promotes parliamentary activities and programmes, which are aimed at enhancing the quality of life and welfare of Zambians, especially women and children. Its objectives include

advocating for improved budget lines in population issues; as well as networking with the regional body, the Forum of African and Arab Parliamentarians on Population and Development (FAAPPD) and other related organisations. The vision of the group is to *“strengthen the country’s commitment to the various Statements of Commitment by Parliamentarians (made in 2012, Istanbul, Turkey) on the International Conference on Population and Development (ICPD) Programme of Action, by increasing institutional and technical capacity of planning units to integrate population dimensions into development frameworks, as well as further the availability and use of relevant legislation and policies.”*

5.3.10 Zambia Parliamentary Caucus on Tuberculosis (TB)

The Caucus was formed in 2018, in collaboration with the Community Initiative for TB, HIV/AIDS and Malaria Plus Related Diseases (CITAMPlus). Its purpose is to secure commitment from leaders, in terms of doubling effort and resources to close the funding gap in TB screening, diagnosis and treatment. Responding to this need, 75 parliamentarians initially registered and committed to advocating for increased funding towards eradicating TB.



Official launch of the Caucus in 2018, attended by 169 participants who included; the co-chair of Africa TB Caucus, Hon. Stephen Mule, MP, Kenyan Parliament, UN Goodwill Ambassador Yvonne Chaka Chaka, 39 Zambian parliamentarians, media house representatives, development partners, Ministry of Health officials, current and former TB patients, civil society representatives, consultants, and musicians.

5.3.11 Zambian Women Parliamentarians’ Caucus (ZWPC)

The ZWPC was established in 1997. Its objectives include the advancement of gender equality issues; encouraging and mobilising women participation in national development; as

well as promoting self reliance and economic independence among women. The Caucus comprises female MPs irrespective of political affiliation. Former female MPs are free to join as members. Membership is also extended to male MPs and non MPs, whose work and efforts are deemed to contribute to the women movement.



ZWPC in conjunction with the IPU held a seminar for MPs to end Early, Child and Forced marriage in February, 2018



Hon Ms Nelly B K Mutti, MP (Centre), Speaker of the National Assembly of Zambia marching during commemoration of the International Women's Day on 8th March, 2022

5.3.12 The Zambian Parliamentary Conservation Caucus (ZPCC)

Since its launch in 2013, the driving force of the Caucus has been the recognition of the critical role that conservation plays in achieving sustainable development, and the need to find a more structured approach in resource management. The vision of the Caucus is to “provide a non-partisan channel for all political parties in the NAZ to have a voice and engage meaningfully in dialogue on the value of conservation and natural resource management for the common future of Zambia.”



ZPPC members at the Global Legislative Summit on National Parks and protected areas in Washington D.C in 2018

The aims of the Caucus include educating the public about the economic cost of biodiversity loss and the benefits of restoring the natural environment; spearheading the domestication of related conventions and international agreements; and reviewing relevant legislation on the environment and natural resources, such as deforestation, pollution, and extinction of wildlife especially endangered species and destruction of catchment areas like watersheds and wetlands.

5.3.13 Zambia Israel Allies Parliamentary Caucus (ZIAPC)

Zambia became the 39th country in the world to join the International Network of Israeli Parliamentary Caucuses in 2019. The objectives of the Caucus include supporting events and projects initiated by the local Jewish community and other non-Jewish pro-Israel activists. It also stands up for democratic values, human rights and morality, whenever necessary.



Launch of the ZIAPC at Parliament Buildings, in Lusaka, on Thursday, 14th March, 2019

Through the Caucus, the two parliaments intend to grow and enhance their diplomatic relations and cooperation in security, economic, agriculture and tourism sector, with emphasis on common values and maintenance of good relations amongst its leaders.

5.3.14 The Zambia Youth Parliamentarians Caucus (ZYPC)

The ZYPC was established in 2021, shortly after the constitution of the 13th National Assembly. Some MPs of the new Parliament realised that the youth were not adequately represented in Parliament, despite them making the majority of the population. As such, they were often times disproportionately affected by decisions that were made on their behalf. Therefore, the Caucus was established to among other things, enhance youth participation in parliamentary work as well as governance of the country; build solidarity among youthful MPs; influence policy and legislative agendas through cross party co-operation and facilitate dialogue on youth issues within and across parties; mainstream youth in parliamentary institutions and procedures; participate in drafting and reforming of laws with a youth perspective; and facilitate dialogue and raise awareness on youth issues in political parties and communities, and/or provide training, information, analysis or other support to Members.

5.4. Parliamentary Friendship Groups

5.4.1 The Zambia-China Friendship Association (ZCFA)

The Association was formed to consolidate the China-Zambia political trust, deepen mutually beneficial, friendly cooperation, and to achieve common development.



Members of the Zambia-China Parliamentary Friendship Group on Wednesday, 4th December, 2019, met a delegation led by Mr Yilong Zhu, Vice Chairman of the Federation of All-China Returned Overseas Chinese, at the Embassy of the People's Republic of China to Zambia, in Lusaka. During the meeting, areas of interest discussed included energy, fisheries, mining, education, real estate, tourism and manufacturing industries.

5.4.2 The Zambia-Cuba Friendship Association (ZCFA)

Since the Association's inception in 2004, its focus has been on exploring avenues of cooperation between the two countries. Several interactions and meetings have occurred, including a visit by a delegation of Zambian MPs to Cuba in 2010, led by the then Deputy Speaker Honourable Mutale Nalumango, MP.

5.4.3 The Zambia-France Parliamentary Friendship Association

The Association was formed in 2009 in order to foster inter-parliamentary relations and promote democratic parliamentary structures, among other objectives. This was emphasised by the French Ambassador to Zambia in 2018, when he stated that a Parliamentary Friendship Group was a good mode for strengthening both Zambia and France diplomatic relations, and encouraged the Honourable Speaker to visit the French Parliament.



The Rt. Hon. Mr Justice Dr. Patrick Matibini, SC., BA, FCIArb, former Speaker of the NAZ with His Excellency Mr Sylvain Berger, then Ambassador of the Republic of France to the Republic of Zambia and Special Representative to COMESA on Thursday, 17th May, 2018, at Parliament Buildings, in Lusaka.

5.4.4 The Zambia-India Friendship Association (ZIFA)

Following a proposal by the Government of India to set up a Parliamentary Friendship Group in 2017, the NAZ embarked on the formation of the ZIFA. In fulfilling part of its objectives, two Zambian MPs travelled to India in 2017. Such gestures are encouraged between the two Parliaments, as confirmed by India's Vice President Venkaiah Naidu, in his welcome remarks to the Zambian parliamentary delegation that visited India in 2018. Vice President Naidu reiterated that frequent exchanges and interactions between the two Parliaments, would be beneficial in sharing experiences and learning from each other's best practices. The Zambian delegation was led by the Rt. Hon. Mr Justice Dr. Patrick Matibini, SC., BA, FCIArb, former Speaker of the NAZ.

5.4.5 The Zambia-Poland Friendship Group (ZPFG)

The Zambia-Poland Friendship Group of parliamentarians in the National Assembly of Zambia was established in 2014 and became operational in September, 2015. On the other hand, the Poland-Zambia Association in the Polish Parliament was established in 2013. Therefore, the ZPFG was established after the Polish Parliament, made a request to establish a sister group in the Zambian Parliament.

5.4.6 *The Zambia-Saudi Arabia Association (ZSAA)*

The Zambia-Saudi Parliamentary Friendship Group was formed in 2017, after His Excellency Ibrahim Mumba, who was Zambia's Ambassador to the Kingdom of Saudi Arabia at the time, informed the NAZ about the existence of a parliamentary group called Saudi-Zambia Parliamentary Friendship Committee in the Majlis Alshoura of the Kingdom of Saudi Arabia (Consultative Assembly of Saudi Arabia). The Ambassador made a request to the NAZ to form a sister group, which could serve as a platform to foster bilateral relations between the Majlis Alshoura of the Kingdom of Saudi Arabia and the NAZ.

5.5 Conclusion

Parliamentarians, as elected representatives of the people have a duty to play a vital role in contributing to the wellbeing of society. One way they accomplish this commitment is by belonging to voluntary organisations within Parliament, which provides a platform for them to collectively work towards developing the nation. Therefore, voluntary organisations in the National Assembly of Zambia will continue to exist for as long as parliamentarians wish to have them and will be used as tools to achieve the common good of Parliament and society, at large.

CHAPTER 6: SPECIAL EVENTS IN PARLIAMENT

The Zambian Parliament has a number of special events on its calendar. These include: the Official Opening of Parliament; State of the Nation Address (SONA) on the Application of National Values and Principles; presentation of the National Budget by the Minister of Finance and outreach programmes such as the Youth Parliament, International Day of Democracy (IDD) and Commonwealth Day. This chapter, therefore, highlights some special events in Parliament, including Addresses that have been rendered to the House by visiting international dignitaries.

6.1 The Official Opening of Parliament

The Official Opening of Parliament is the main ceremonial event on the Zambian parliamentary calendar. This is when the President and MPs meet together as Parliament. The Official Opening of Parliament marks the beginning of the parliamentary year or Session. The attendance to this important national event is strictly by invitation. In most cases, it is Former Heads of State, Members of the Diplomatic Corps, Royal Highnesses, Heads of Government and Public Institutions, both from local and international organisations, and Leaders of Political Parties that are invited to the event by the Speaker of the NAZ.

6.1.1 The Guard of Honour

The Guard of Honour, mounted by the 2nd Battalion of the Zambia Regiment and the Salute Troop of the Zambia Artillery, takes up position at the flag poles facing the main entrance to the Parliament Buildings.

6.1.2 Processions

On the day of the Official Opening of Parliament, the processions into the Chamber are as discussed below.

6.1.2.1 Arrival of Mayors, Town Clerks, Judges and the Vice President

the Mayors and Town Clerks arrive first and proceed to the Chamber. These are followed by the Honourable Chief Justice, the Deputy Chief Justice, Judges of the Supreme, Constitutional and the High Courts. The Guard of Honour comes to attention as each procession arrives. The arrival of the Judiciary is followed by the Republican Vice President and spouse, who are met by the Honourable First Deputy Speaker of the National Assembly. The National dancing troops

performing cultural dances from all the provinces of Zambia are also at hand to entertain invited guests.

6.1.2.2 Arrival of Service Chiefs

Service Chiefs from the Zambia Army, Zambia Air Force, Zambia National Service and the Zambia Police Service arrive and take up their positions at the foot of the steps of Parliament Buildings, in readiness to receive the Republican President. The Guard of Honour comes to attention as Service Chiefs take their positions.

6.1.2.3 Arrival of the Republican President and Spouse

The President and the first lady arrive at Parliament Buildings accompanied by the Presidential and Mounted Escort; and are received by the Service Chiefs. The President then proceeds to the saluting dais where he is accorded the Presidential Salute and twenty-one gun salute by the Salute Troop of the Zambian Army Artillery. Thereafter, the President is accompanied by the Aide-de-Camp to inspect the Guard of Honour mounted by the 2nd Battalion of the Zambia Regiment.



Mr Hakainde Hichilema and First Lady Mrs Mutinta Hichilema in the Speaker's Office before the Official Opening of the First Session of the 13th National Assembly, on Friday, 10th September, 2021



President of the Republic of Zambia, Mr Hakainde Hichilema, inspecting the Guard of Honour mounted by the 2nd Battalion of the Zambia Regiment during the Official Opening of the First Session of the 13th National Assembly on Friday, 10th September, 2021

After inspecting the Guard of Honour, the President mounts the saluting dias and receives the second Presidential Salute. Thereafter, the Guard of Honour matches past. This is followed by a fly-past by the Zambia Air Force.

The Honourable Speaker who is accompanied by the Serjeant-at-Arms (SAA), take their position at the foot of the steps of Parliament Building, ready to receive the President and the First Lady after the inspection of the Guard of Honour. Thereafter, the President and the First Lady move to the foot of the steps of Parliament Buildings, where they are welcomed by the Honourable Speaker. The President is then escorted to the main entrance of Parliament Buildings while being entertained to traditional music (Isonga). The President and the Honourable Speaker proceed to the Speaker's Chambers where the President signs in the Speaker's Parliamentary Visitors' Book.

After signing the visitors' book, the President and the Honourable Speaker, with the President's procession enter the Chamber to the accompaniment of the traditional music called *Maoma*. Members and invited guests rise when the SAA announces the arrival of the President and the Speaker. The President proceeds to the Presidential Chair and the Honourable Speaker takes the Chair on the right of the President's Chair. The President takes his seat, while all the Members and guests remain standing until requested by the President to be seated. Thereafter, the Aide-de-Camp hands the Presidential Speech to the President who then delivers it.

6.1.3 The Presidential Speech

The President's Speech is delivered in the House by the President himself from the Presidential Chair. The Speech starts with a brief review of the previous year in terms of the total number of Bills which were considered and those that were passed by the House and those that were assented to, the questions for oral answers which were asked and answered on the Floor of the House. The President's speech contains an outline of the proposed policies and legislation for the new parliamentary session. It reflects key developmental sectors such as education and agriculture, among others. The President, in his speech, sets out Government's agenda for the next financial year and outlines proposed policies and legislation.



President of the Republic of Zambia, Mr Hakainde Hichilema, addresses the House during the Official Opening of The First Session of the 13th National Assembly on 10th September, 2021

At the conclusion of the Address, the President, while seated, hands the Presidential Speech to the Speaker who bows to him. Thereafter, the President rises and leaves the Chamber with the First Lady, followed by the President's procession. The President is escorted up to the Bar of the House by the Speaker in a procession which is formed in the same manner as at the time of arrival. During the departure of the President, all Members and guests rise, and traditionally, at this time the Mace is uncovered by the SAA. After the President has taken leave, the Speaker returns to the Chair to resume Business of the House.

6.1.4 Adjournment of the House Motion

Upon resumption of Business, the Vice President moves a Motion for adjournment of the House to allow MPs sufficient time to study the Presidential speech in detail. In some cases, after the Official Opening of Parliament by the President, the Speaker may decide to host a reception attended by the President and guests with invitation cards. The reception enables the President to interact with invited dignitaries.

6.1.5 Motion of Thanks on the Presidential Address

After the presentation of the Presidential Speech, a Motion of thanks on the Presidential Address is moved by a Member nominated by the Speaker and debated for a period of ten sitting days, or as determined by the House Business Committee.

6.2 State of the Nation Address (SONA) on the Application of National Values and Principles

This is another special day on the Zambian parliamentary calendar. It is in line with the Constitution, in Article 86(1), which mandates the Republican President to address the august House twice in one Session of the National Assembly.²⁹ The SONA is, therefore, the second mandatory address to the National Assembly. It serves as a platform for the President to update the nation on the progress made in relation to the country's *Values and Principles*, which are cardinal to the fulfilment of the country's developmental agenda. The first SONA in the history of the National Assembly of Zambia was delivered on 17th March, 2017.

In view of the foregoing, the SONA is different from the Official Opening Address to Parliament, because it focuses on the application of *National Values and Principles*, which are a set of beliefs and guidelines meant to provide the nation with a foundation upon which its identity and practices are anchored. These are enshrined in the Republican Constitution under Articles 8 and 9 as set out below.³⁰

1. Morality and ethics;
2. Patriotism and national unity;
3. Democracy and constitutionalism;

²⁹ Constitution of Zambia (Amendment) Act No. 2 of 2016

³⁰ . *ibid*

4. Human dignity, equity, social justice, equality and non-discrimination;
5. Good governance and integrity; and
6. Sustainable development.

6.2.1 *The President's Procession*

The President's procession on this day is usually not characterised by the splendor and pomp that is witnessed during the Official Opening of Parliament. The Presidential Salute, fly past by the Zambia Air Force and various performances by the National Dancing Troops are not present on this day. Further, attendance to this important address is strictly by invitation by the Speaker. The invited guests are ushered to their respective galleries in the Chamber where they await the arrival of the President.

Unlike the procession of the Official Opening of Parliament, the Service Chiefs arrive at Parliament Buildings and take their position in front of the Presidential Door. The Hon Speaker accompanied by the SAA also joins the Service Chiefs in receiving the President in front of the Presidential Door at the foyer of Parliament Buildings. Thereafter, the President and the Hon Speaker, with the President's procession, proceed to the Speaker's Chamber to sign the Visitor's Book.

6.2.2 *The Presidential Address*

In a similar fashion as the Official Opening of Parliament, the President and the Honourable Speaker, with the President's procession enter the Chamber, although in this case, without the sound of traditional music. With all Members and guests rising, the President proceeds to the Presidential Chair and the Speaker to the designated Chair on the right of the President's Chair. The President takes his seat, while all the Members and guests remain standing until requested by the President to be seated. When the President takes his seat, then the Aide-de-Camp hands the Address to the President, who then delivers it.

In the Speech, the President provides the nation with updates on the application of *National Values and Principles* which the Constitution demands that they should be applied in with the interpretation of the laws, as well as the development and implementation of state policies.

At the conclusion of the Address, just like in the case of the Official Opening of Parliament, the President, while seated, hands the speech to the Hon. Speaker who bows to him. The President, thereafter, rises and leaves the Chamber, escorted up to the Bar of the House by the Honourable Speaker in a procession which is formed in the same manner as at the time of arrival. During the departure of the President, all Honourable Members and guests rise, and traditionally, at this time the Mace is uncovered by the SAA. After escorting the President, the Speaker returns to the Chair to resume the Business of the House.

6.2.3 *Debate on the President's Address*

After presentation of the Speech, MPs are afforded time, normally two weeks, in which to debate the Speech. The Motion is moved by a proposer and must be seconded by another. Members reflect and debate on the state of the nation with respect to the application of National Values and Principles.

6.3 Presentation of the National Budget to Parliament

The presentation of the National Budget to the National Assembly of Zambia is guided by the provisions of Article 202 (1) of the Constitution, which states that “*The Minister responsible for finance shall prepare and lay before the National Assembly in each financial year, not later than ninety days before the commencement of the next financial year, estimates of revenue and expenditure for the Republic.*” The presentation of the National Budget is preceded by the suspension of relevant Standing Orders which provide for the Sitting and adjournment times on Friday, so as to enable the House sit from 14:15 hours until Business has been concluded on the day of presentation. The suspension of the relevant Standing Orders also enables the House to omit, from the Order Paper, the Vice President's Question Time.

6.3.1 *Procession*

The presentation of the National Budget to the National Assembly is a very important occasion to the National Assembly and the nation at large. This event usually takes place two (2) weeks after the Official Opening of Parliament, during the first Sitting of the Session of Parliament.

The Minister responsible for finance and his procession, on arrival at Parliament, disembarks at the foot of the steps of Parliament Buildings. The Minister is usually accompanied by a family

member and officers from the Ministry of Finance. It is a tradition for Ministers of Finance who are responsible for presenting the Budget, to walk majestically up the parliamentary stairs to the Chamber, carrying and displaying a copper latched briefcase containing the Budget Speech. The copper briefcase has since become an abiding feature of a well-choreographed Budget presentation ceremony.



Dr Situmbeko Musokotwane, Minister of Finance, displaying the traditional copper briefcase, as he prepared to present the 2022 National Budget on 29th October, 2021

6.3.2 Budget Presentation

The Hon Speaker, upon taking the seat, calls on the Minister responsible for finance to present the estimates of revenue and expenditure for the Republic, in accordance with the Republican Constitution. The Minister thus, moves a Motion urging the House to resolve into the Committee of Supply. In this regard, the preamble to the Budget statement reads as follows: ... *“Mr Speaker, I beg to move that the House do resolve in the Committee of Supply to consider the Estimates of Revenue and Expenditure...”* The Minister then presents to the House the estimates of revenue and expenditure.

6.3.3 The Expanded Budget Committee

Once the Budget statement is read in the House, it stands committed to the Expanded Budget Committee for consideration. The Expanded Budget Committee is an ad hoc Committee,

constituted a day before the Budget is read in the House. It is ad hoc because it stands dissolved upon completion of Business and presentation of the report to the House. The ‘Expanded Budget Committee’ entails the Budget Committee and Chairpersons of General Purposes and Portfolio Committees sitting together. The Chairperson of the Budget Committee is the de facto Chairperson of the Expanded Budget Committee.

Relevant stakeholders are invited by the Committee to assist with the consideration and unpacking of the National Budget. This process is meant to broaden the consultative process on the budget and enhances the participation of ordinary people in the legislative and budget approval process.

6.3.4 Report presentation by the Expanded Budget Committee

The Chairperson of the Expanded Budget Committee presents its findings to the House. Thereafter, the Minister of Finance is requested to wind-up debate and the Motion stands adopted. The presentation of the report by the Expanded Budget Committee is preceded by debates by MPs on policy issues arising from the Budget Address. Thereafter, the House resolves into Committee of Supply.

6.3.5 The Committee of Supply

The Committee of Supply is a Committee of the Whole House to which the annual estimates of expenditure, including supplementary estimates of expenditure are committed for consideration. The Committee of Supply is chaired by the First Deputy Speaker, who is assisted by the Second Deputy Speaker. The resolution of the House to resolve in the Committee of Supply signals the beginning of the consideration of individual Heads of Expenditure. Consideration of the estimates on each Head is preceded by a policy statement by the responsible Minister, which is basically a justification on how the Ministry intends to use the resources.

6.3.6 Committee of Ways and Means

The Committee of Ways and Means refers to the Committee of the Whole House to which tax proposals are committed for consideration. All proposals for taxation originate from the Committee of Ways and Means, on a previous notice by a Minister. This is in line with Standing

Order 163 (3).³¹ The Chairperson of the Committee of Ways and Means reports to the House regarding the resolutions adopted. For detailed examination and consideration of a Money Bill, the Speaker may refer it to the Planning and Budgeting Committee or any other Committee of the House and gives the period for consideration.

6.3.7 Approval of the Budget

Upon completion of extensive debates and consideration of estimates on each Head by the Committee of the Whole House, the Assembly, by resolution, approves the Appropriation Bill which contains the estimates of revenue and expenditure for the next financial year. When the Appropriation Bill is assented to by the President, it becomes the Appropriation Act. In addition, the House passes several Bills which provide authority for the collection of revenue.

6.4 Commemoration of Important Events

The NAZ, like many other Parliaments across the world, observes and takes part in a number of international events that are aimed at promoting democracy, human rights and good governance among its citizens. Below are some of the major events that the NAZ observes and participates in.

6.4.1 The International Day of Democracy

The International Day of Democracy (IDD) is an important event on the Zambian Parliamentary calendar. It was established by the UN in 2007, to provide an opportunity to review the state of democracy in the world. In particular, the day is set for celebrating the value of freedom, respect for human rights and the principle of holding genuine elections by universal suffrage. The IDD is commemorated yearly on 15th September. The theme of the year's commemoration determines the type of activities to be undertaken by the NAZ. The usual activities include debates by learners, drama performances and poetry.

6.4.2 The Youth Parliament

The Youth Parliament is a special event hosted by the NAZ. It is held under specific themes every year and graced by the Speaker of the National Assembly. The Youth Parliament was initiated after a resolution by the CPA that every country should institute a Youth Parliament to

31 National Assembly Standing Orders, 2021, Standing Order 163 (3) A Money Bill shall originate in Committee of Ways and Means.

give a voice to young people. In this vein, the CPA Africa Region made provisions for the regional Youth Parliaments to be held on an annual basis. The event presents an opportunity for the youths to communicate with regional and national leaders from the CPA on issues that affect them. Selected youths drawn from across the country are given an opportunity to participate in a simulated Parliament Sitting and debate a topic drawn from the theme.

The objectives of the Youth Parliament are to educate participants about the Commonwealth and to demonstrate how Parliaments are able to:

- (i) make legislation;
- (ii) demand accountability from those in government;
- (iii) discuss legislation in Committee;
- (iv) change government without recourse to civil disorder; and
- (v) make and enforce their own rules of conduct.

6.4.3 The Commonwealth Day

The Commonwealth Day is an annual celebration of the Commonwealth Nations held on the second day in March every year. The NAZ joins the rest of the Commonwealth in celebrating the Commonwealth Day under different themes every year. On this day, the NAZ organises several activities such as essay competitions on specific topics, drama performances, and discussions on Parliament Radio or TV by Honourable Members, among others.

6.5 Special Visits to the National Assembly of Zambia

The NAZ over the years received a number of high profile visits. The visitors have either addressed the National Assembly or paid courtesy calls on the Speaker of the National Assembly or other senior officials. The NAZ, Standing Orders, 2021, provides for addresses by visiting foreign dignitaries. Standing Order No 24 (1) states that “ *The Speaker may, in consultation with the House Business Committee, allow a visiting Head of State, a visiting foreign dignitary or a Zambian holding the most senior positions in an international organisation to address the House.*”

Below are some of the dignitaries that have visited and addressed the NAZ.

6.5.1 *His Excellency, Mr Ban Ki-Moon, Former United Nations (UN) Secretary General*



Former United Nations Secretary General Ban Ki Moon (rear) addresses the Zambian Parliament in Lusaka, 24th February, 2012. Also pictured is the former Speaker of the National Assembly of Zambia, Dr Patrick Matibini, SC

His Excellency Mr Ban Ki-Moon became the first UN Secretary General to address MPs at Parliament Buildings on 24th February, 2012. Mr Ki-Moon, who held office from 2007 to 2016, was the eighth Secretary-General of the UN. His priorities were hinged on mobilising world leaders around a set of new global challenges, from climate change and economic upheaval to pandemics and increasing pressures involving food, energy and water. He sought to be a bridge-builder, a voice to the world's poorest and most vulnerable people, and to strengthen the organisation of the UN.

In his Address to the House, Mr Ki-Moon acknowledged the strengthened partnership, between the UN and Zambia on common values advanced for the better of the people of Zambia and the world. He further recognised Zambia's deepened democracy which had set a high bar for the continent and the world at large.

6.5.2 Her Royal Highness Princess Anne of the United Kingdom



Her Royal Highness Princess Anne, addresses Zambian MPs in the Amphitheatre, Parliament Buildings, Lusaka, 27th September, 2012

Her Royal Highness Princess Anne visited the NAZ on Thursday, 27th September, 2012. During her visit, Her Royal Highness addressed Hon Members in the Amphitheatre at Parliament Buildings. Princess Anne became the first member of the United Kingdom (UK) Monarchy to address Hon Members. The Princess was in the country as part of the diamond jubilee celebrations of Queen Elizabeth II.

The Princess is the second child and only daughter of Queen Elizabeth II and Prince Philip, Duke of Edinburgh. She is 14th in the line of succession to the British throne. The Royal Princess performs official duties and engagements on behalf of the Queen.

In her Address, she acknowledged Zambia's real potential in agriculture and food production, as the country is endowed with plenty water bodies. Princess Anne also noted that foreign investors were encouraged by Zambia's economic and political stability, and hoped that more would be encouraged to invest in the country.

6.5.3 *Her Excellency, Mrs Valentina Matviyenko, Chairperson of the Federation Council of the Federal Assembly of the Russian Federation*



Mrs Valentina Matviyenko (L) addressing the National Assembly of Zambia, Lusaka, Feb, 18, 2020. Also pictured (R) is the former Speaker of the National Assembly of Zambia Dr Patrick Matibini, SC

Mrs Valentina Matviyenko, Chairperson of the Federation Council of the Federal Assembly of the Russian Federation, visited the NAZ and addressed the House on Tuesday, 18th February, 2020. Mrs Matviyenko, Russia's third - highest elected office bearer became Russia's first politician to address Hon Members of the NAZ.

Her Excellency, Mrs Matviyenko, began serving as a Senator from Saint Petersburg and Chairwoman of the Federation Council in 2011. Previously, she was Governor of Saint Petersburg from 2003 to 2011. As a Member of the ruling United Russia Party, on 21st September, 2011, Matviyenko was elected as Chairwoman of the Federation Council.

In her Address to the House, Her Excellency Mrs Matviyenko recognised Zambia as one of Russia's important priorities. Mrs Matviyenko acknowledged Zambia's long history of co-operation with the Russian Federation, with the Soviet Union being the first country to recognise Zambia's independence.

Her Address also covered a number of avenues for boosting cooperation between the two countries, such as the development of cultural and humanitarian ties, as well as building

partnerships in education and personnel training. Mrs Matviyenko was in Zambia on a reciprocal visit following the former Speaker of the National Assembly, Rt Hon Mr Justice Dr Patrick Matibini's visit to Russia in April, 2018.

6.5.4 His Excellency Mr Sergio Mattarella, President of Italy



His Excellency Mr Sergio Mattarella addressing the National Assembly of Zambia, Lusaka, on Friday, 7th July, 2022

The Italian President, His Excellency Mr Sergio Mattarella addressed the National Assembly of Zambia, on Friday, 7th July, 2022. This was the first time in the history of the National Assembly, that a visiting Italian Head of State was addressing the Assembly.

In his speech, Mr Mattarella paid tribute to Zambia's First President, the late Dr Kenneth David Kaunda, whom he described as a source of inspiration for the African Continent and the world at large. The President further, called for stronger partnerships between Italy and Zambia in various areas such as climate change, energy and education. On free education that was introduced by the New Dawn Government, Mr Mattarella praised his counterpart, President Hakainde Hichilema for taking a bold decision of implementing free education in Zambia.

In closing his Address, Mr Sergio Mattarella applauded Zambia and Italy's excellent bilateral relations and cooperation, premised on shared values and mutual respect. The President was accompanied to the National Assembly by Ms Laura Mattarella and other members of his delegation.

6.6 Conclusion

Special events in Parliament can broadly be divided into two (2) categories. The first category includes events which are provided for in the Constitution such as the Official Opening of Parliament, the State of the Nation Address on the Progress made in the Application of National Values and Principles, as well as the presentation of the National Budget. These events are important as they accord an opportunity to the Executive to provide policy direction to the nation through the National Assembly. The MPs are also afforded an opportunity to interrogate Government policy and provide oversight. The second category includes those that are not provided for in the Constitution such as special addresses by foreign dignitaries. These events are not only a hallmark of Zambia's good bilateral and multilateral relations, but also work as platforms for enhancing of the country's international relations.

It is important to note that special events in Parliament have a historical background attached to them. Therefore, it is important that they continue to be held to not only preserve the history of Parliament, but also interlude the parliamentary calendar.

CHAPTER 7: SOCIAL ACTIVITIES

Parliament is primarily convened for purposes of making national laws and approving the Budget, among other duties. However, beyond that, few people know about the social activities of the Institution. As such, this chapter is meant to enlighten readers about some of the activities of Parliament away from the official parliamentary functions. Being the first time of documenting this important information, the chapter was informed through interviews with selected parliamentary staff who had been actively involved in organising, and participating in parliamentary social activities over the years, as well as information contained in Official NAZ files.³²

7.1 National Assembly of Zambia Sports

The NAZ Management places a high premium on the participation of both MPs and staff in sports activities. This is due to individual and Institutional benefits derived therein. The benefits include enhanced social, physical and mental health balance. In addition, MPs and staff are accorded an opportunity to develop and nurture social and interpersonal relationships away from the formal work environment. This contributes to having a healthy, impactful and united workforce, which subsequently results in increased individual and institutional productivity.

With the foregoing, the NAZ Management has continued to provide some facilities and opportunities for MPs and staff to engage in sports activities.

7.1.1 The National Assembly of Zambia Football Club (NAZFC)

While sports activities in the NAZ may have started way back, officially, they can be traced back to 1994 when the NAZ Football Club was formed. The Club initially served as a social activity for staff of the NAZ. However, in 1995, it was registered with the country's football governing body, the Football Association of Zambia (FAZ) and became a professional club. At the end of the 1996 football season, the team was promoted to play in Division II South National League, and by the end of the 1999 season, the team was again promoted to Division I South National League.

³² National Assembly Football Club File NAS/46/60, Part 1 and 2

The “*Parliamentarians*,” as the team came to be known, continued with its impressive performance until 2002 when it earned itself a promotion into the Super League, also known as the FAZ/ MTN Super League, which is Zambia’s top flight football league. However, in 2007 it was relegated back to Division I and since then, the team’s performance has been fluctuating, earning promotion into the Super League in some years and being relegated to the lower league in others.

The team scored a notable achievement in 2019, when it won the Eden University Charity Shield, a national tournament, in its inaugural season. Considering the financial and other related challenges that the team faced, this win showcased the talent in the team and its potential to attain great success.

In terms of management, the Club is run on a voluntary basis by an Executive Committee comprising NAZ staff. The Executive Committee is driven by their passion for, and commitment to the game. The Committee comprises the Chairperson, the Vice Chairperson, the Treasurer and Vice, the Secretary and Vice, the Publicity Secretary and Vice, as well as four Committee Members.

As of 2021, the NAZ was running three teams, namely, the main men’s football team which played in the Eden University Division I League; the women’s football team; and a developmental side which acts as a nursery for the main team. Players in the teams are general members of the community.

As part of its achievement, the NAZFC has produced a good number of National Football Team players, who are household names in Zambian football. These include, James Chamanga, Fwayo Tembo, Given Singuluma, Fackson Kapumbu, Roger Kola and Mike Poto, who was also once National Team Assistant Goalkeeper Coach.



The Parliamentarians, in white playing against Red Arrows at Nkoloma Stadium, on 30th May, 2018

In terms of finances, as of 2021, the main source of funding for the Club were grants from the Institution, as well as voluntary contributions from individual MPs and staff. However, the funds were not sufficient to efficiently run the Club. As such, the Club's Executive Committee, at the time was working on securing running sponsorship for the Club outside the Institution. Notwithstanding these financial inadequacies, the Club has been consistently participating in the leagues.

7.1.2 National Assembly of Zambia Madala's Football Club

Following the professionalisation of the NAZFC, members of staff formed the NAZ Madala's Football Club. In 2002, the Club was formalised by setting up an Executive Committee and registering with the NAZ Management. During this time, Parliament had started implementing reforms which were aimed at, inter alia, modernising the NAZ, with a mantra "*Taking Parliament Closer to the People.*" Borrowing from the Institutional slogan, the Madala's Club devised its own, which was, "*Taking Parliament Closer to the People through Sports,*" thereby demonstrating that the club acts both as a sports activity and an outreach programme.



Madalas Club pose for a photo after playing to a goalless draw against the Madalas team for Chikankata Parliamentary Constituency, 14th March, 2020

Over the years, the team has played a number of games in various tournaments, such as the Mayor's Madala Tournament, the University of Zambia Vice Chancellor's Tournament and the Africa Sports Day tournaments. It has also played against teams from various constituencies such as Chikankata.

Further, it is worth noting that the Madala's Club is supported by the Institution and the NAZFC in terms of logistical requirements, such as transportation and football jerseys. Otherwise, the main source of funding for the club is in form of contributions from members of the Club, including members of staff who may not be part of the team.



Madala's club training at the Olympic Youth Development Centre, 20th December, 2020

7.1.3 Staff Sports Day

Due to reduced staff engagement in sporting activities, as a result of the professionalisation of the NAZFC, the NAZ Management introduced a Staff Sports Day in 2006. This was also part of the implementation of the NAZ Strategic Plan 2004-2012, whose objectives included the introduction of a social calendar for staff in order to enhance team spirit, create a culture of oneness, and ensure a healthy workforce. The decision was also prompted by the Commonwealth Youth activities during the early part of 2006, which included the promotion of sports to ensure a healthy population.

In this regard, Management designated Friday afternoon as Staff Sports Day. A Sports Committee was constituted to oversee the sporting activities, albeit the only activity that was conducted was racing, starting from the Parliament flagpoles, through the western gate, into Manda Hill road and back to the flagpoles. Initially, only one hour was allocated for sports, starting at 15:30 when the House was Sitting and 16:00 hours when the House was not Sitting.

As time went by, the Sports Committee, proposed that other sport disciplines be introduced and that Management procures equipment for additional activities such as netball, football, badminton, volleyball, table tennis, lawn tennis and basketball. These activities were since included and Management procured new equipment to replace the ones which had worn out.

In 2007, Management signed an agreement with the Zambia State Insurance Corporation (ZSIC) Sports Complex, Zamsure, to utilise their facilities during the designated time for Staff Sports Day. Since then, Management has been consistent in providing resources to secure the facilities at Zamsure to ensure that sporting activities continue. In addition, the same sports facilities are used for preparation of sporting events that are held during annual regional events such as the Zimbabwe, Zambia and Botswana (ZIMZAMBOTS) senior parliamentary staff seminar.

In addition, time allocated for sports was been adjusted to 14:00 hours when the House is Sitting and 15:00 hours when the House is not Sitting. This allows for 2 hours of sports activities every Friday. A sports co-ordinator, a position created in 2008, spearheads all sports activities.

7.1.4 Members of Parliament Sports Teams

Following the increased sporting activities in Parliament, MPs decided to form a football team that would play social matches with Members from other Parliaments, and teams from other

organisations. When the team was formed in 2013, it played matches against a team of Malawian MPs in Lilongwe and Chipata, respectively. The following year, Members played against the Parliament of Zimbabwe and return matches in 2015. Other games and accompanying teams such as netball have also been introduced.

Further, Members have played a number of games against teams from local institutions. Notably, in 2018, Members played against a team from the diplomatic corps at the Olympic Youth Development Centre (OYDC) to mark the country's 54th independence celebrations.



Players from the Members of Parliament football team displaying their trophy after beating Members of the Diplomatic Corps, 2-0, in 2018

7.1.5 Inter-Company Relay (ICR)

The ICR is an initiative that was introduced by the Zambia Amateur Athletic Association (ZAAA) in 1999. The purpose of the relay is to raise funds for talent identification programmes, especially from the rural parts of the country, in order to expose them to international competitions. The NAZ started participating in the ICR in 2005.

Athletes who represent the Institution are selected from among members of staff on a voluntary basis. In cases where volunteers are more than the required number of participants, the Sports Co-ordinator organises preliminary sports activities for purposes of selecting a final team to represent the Institution.



Members of staff pose for a photo during the 2017 ICR

7.1.6 The Zambia Millennium Development Goals Race

Apart from the ICR, the NAZ also used to participate in the annual Zambia Millennium Development Goals race which was held annually until 2015. The race was organised by the UN systems in Zambia, in conjunction with the Ministry of Sport, Youth and Child Development. The purpose of the annual race was to raise awareness among various stakeholders who contributed towards the implementation and achievement of the Millennium Development Goals.

7.2 National Assembly of Zambia Outreach Programmes

7.2.1 NAZ Orphanage Support Initiative

The NAZ has consistently been participating in the International Women's Day (IWD) celebrations as part of its outreach activities. The IWD, which falls on 8th March, every year, is a global day which has been designated to celebrate the contributions and achievements of women in various facets of life, including politics, economics and culture. In addition, the day marks a call to action for accelerating women equality.

During the IWD of 2005, the NAZ decided to go a step further by adopting an orphanage which would be supported in various ways. The orphanage, which was identified and adopted was the Bill and Betty Orphanage, that provides a safe and nurturing environment for orphans who need specialised nutritional and psychological care. The orphanage also ensures that children are rehabilitated and that safe permanent homes are secured for them. Those, for whom homes may not be secured, are kept at the orphanage and schooled right there.

Because of the aforementioned services provided at the orphanage, especially, that of education, the NAZ decided to secure a permanent teacher who would teach the children. This was in addition to other necessities such as beddings, toiletries and food stuff that would be donated. Over the years that followed, various items were donated to the orphanage, and it is safe to conclude that the NAZ has had an impact in the lives of the children at the orphanage.

After undertaking a needs assessment, it was later decided to move the support from the Bill and Betty Orphanage to the Vision of Hope Orphanage, another safe home for girls who are rescued from the streets or abusive homes. At the orphanage, girls are empowered to make informed and transformative life decisions. Programmes at the orphanage revolve around meeting needs of the female youth on the streets in order to prevent streetism and build a Zambia where girls are free from all forms of exploitation. In addition, the orphanage empowers girls with knowledge and education on sexual reproductive health and rights, among others. Thereafter, girls are secured in safer homes or reunited with family members. ***Find a video on the Vision of Hope Orphanage on this link: <https://youtu.be/PTY5NNZJjJY>.***



On the left is Vision of Hope Founder, Ms Chitalu Chishimba. On the right she is pictured speaking to some of the girls at the orphanage.

It is also important to note that support by the NAZ to such outreach programmes is not limited to orphanages. For example, in 2019, the Committee supported victims of Gender Based Violence (GBV) in some communities.

It is further worth noting that in the initial stages of the orphanage initiative, the source of funding for the activities was grants from the Institution. However, later on, Management decided to extend the opportunity to MPs and staff, to contribute, on a voluntary basis, any amount from their emoluments towards this noble cause. These contributions, which are collected three (3) times in a year, are deposited into an orphanage account. This account is managed by the Gender Sub-Committee, working together with the ZWPC. The administrative structure plans on how funds are utilised and to which establishment they are channelled. Donations to the orphanage or any other selected establishment are made either during the IWD or during the 16 days of activism against GBV.

7.3 Conclusion

The sports activities highlighted in the chapter are not only meant to assist MPs and staff to keep physically and mentally fit, healthy and productive, but also provide an opportunity for staff and MPs to engage and interact with counterparts, as well as other officials within and outside the country in a social setting. Sports in Parliament have also contributed to building trust, respect, commitment and friendship among MPs and staff. Further, the highlighted outreach activities of Parliament, in form of support to orphanages and GBV victims, are not only meant to inform readers of their existence but to also encourage and amplify the need to offer a helping hand to the needy. In this regard, Parliament's sports and outreach activities are also a way through which Parliament is taken closer to the people as it delivers on its mandate.

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