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PARLIAMENTARY SUBMISSION

AFRICAN PEER REVIEW MECHANISM; THE CASE OF ZAMBIA



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Purpose of the African Peer Review Mechanism (APRM)

The African Peer Review Mechanism (APRM) is an important undertaking for Africa and its people. Its main purpose is to bring about positive change by encouraging the adoption of policies, standards and practices that will bring political stability, economic growth and sustainable development.

The APRM encourages Africa and Africans, to adopt a culture of accountability and provides a means of addressing issues that can affect good governance such as corruption and misplaced priorities.

The APRM is concerned with all areas of society and good governance, but in particular the following four areas:

- ✓ Democracy and Good Political Governance
- ✓ Economic Governance & Management
- ✓ Corporate Governance
- ✓ Socio-economic Development

Participation in the APRM is voluntary; a country must volunteer to be reviewed by signing a Memorandum of Understanding. **Zambia acceded to the African Peer Review Mechanism (APRM) on 22 January, 2006 at the African Union (AU) Summit held in Khartoum, Sudan.** With the Ministry of Justice (MoJ) later confirmed as the Focal Point Institution.

For the APRM to be effective, it requires the participation of all stakeholders in the country, including:

✓ Government,	✓ Political parties
✓ Parliament,	✓ NGOs
✓ Private sector	✓ Academia
✓ Minority groups such as women's groups,	✓ Trade unions and
✓ The community.	

This is because development of a country does not rest with the government alone; its citizens must actively participate to ensure the change they want to see.

A key benefit of the APRM is that it allows participating countries to not only take account of their own policies and practices, and monitor progress towards improvements but also to learn from other African countries that have successfully implemented policies that have driven their growth. The APRM enhances Africa's ownership of its own development agenda and process.

Is APRM beneficial to Zambia?

Yes, APRM is beneficial to Zambia because of the following reasons;

1. Wide-scale Participation in Governance

The APRM is a transparent tool and it can only work if there is participation from every concerned citizen in whatever way they are able to. There are many ways to participate in the APRM such as getting information, taking part in a public hearing and so on.

2. Monitoring and Accountability

For a country to run effectively and efficiently, there must be monitoring and accountability. The APRM provides avenues for both self-monitoring and peer review, holding nations accountable not only to the people but to the African continent at large.

3. Shared experiences and capacity building

The APRM encourages learning from peers, and capacity building where necessary. If the country self-assessment report has identified problems, in a country report, the APR Forum will suggest ways how the problems can be handled. Also, through country reports there is sharing of “best practices” to enable other countries adopt policies that have worked in similar environments.

4. Plan of Action provides clear indicators

Having a Plan of Action which is developed during the APRM process means that there are clear and measurable outcomes. This is a good tool for all stakeholders to ensure that governments are on track regarding good governance benchmarks.

Meeting the APRM objectives on democracy and policy - (Progress)

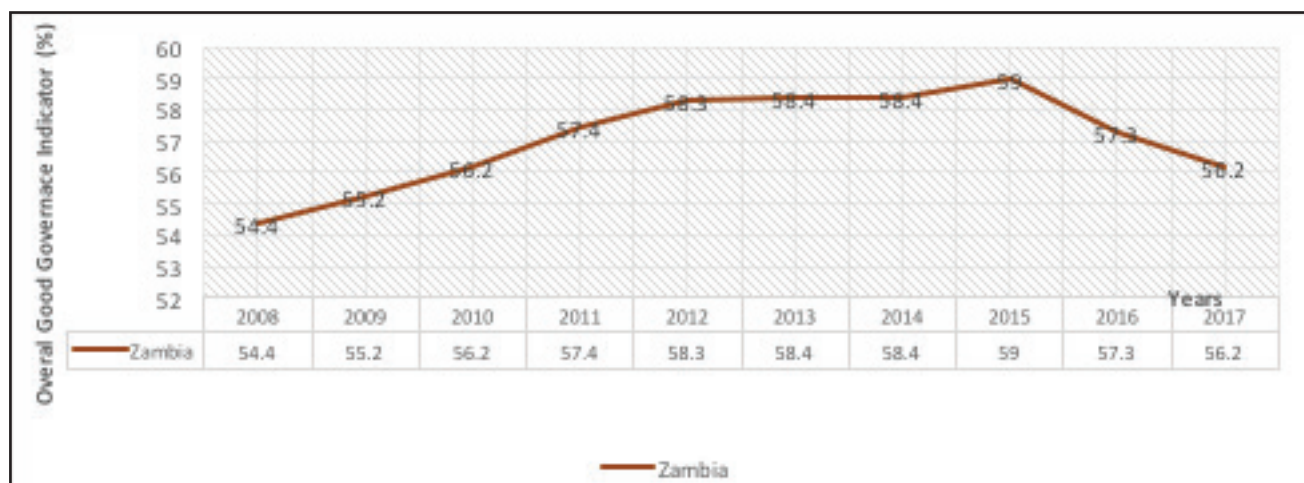
The Mo-Ibrahim Foundation defines “Good” Governance as the provision of the political, social and economic public goods and services that every citizen has the right to expect from their state, and that a state has the responsibility to deliver to its citizens.

The Figure 1 shows the statistics of Zambia’s Governance for the period 2008-2017, based on the Ibrahim Index of African Governance (IIAG). The key components that form the four categories of the IIAG are;

- Safety & Rule of Law,
- Participation & Human Rights,
- Sustainable Economic Opportunity and
- Human Development.

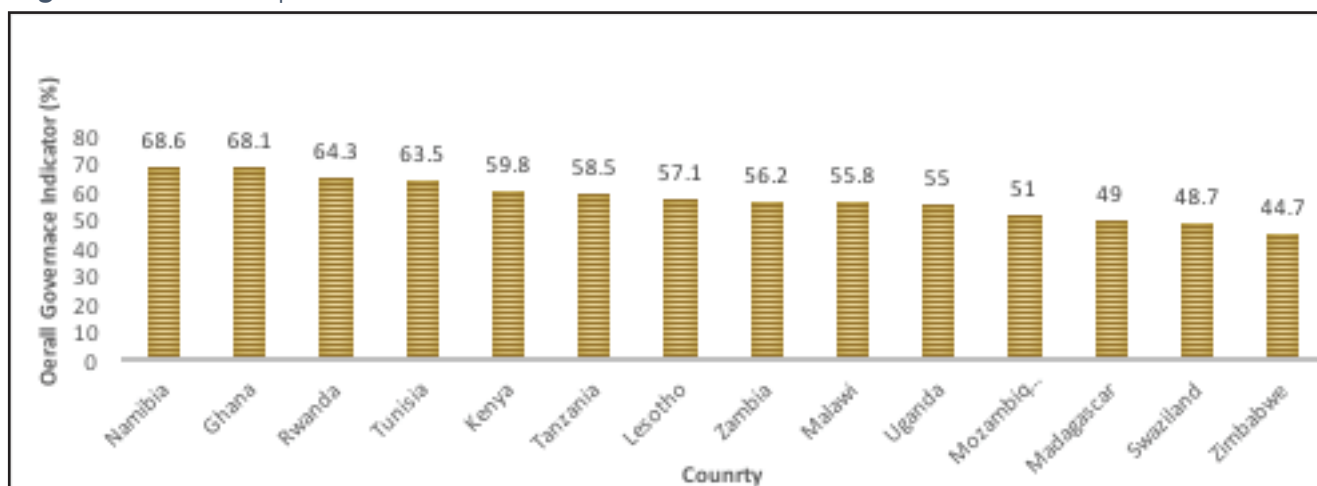
Each of these categories contain subcategories under which various indicators of overarching dimensions of governance which provide quantifiable measures are organized.

Figure 1: “Good” Governance for Zambia 2008-2017



Source: generated from Ibrahim Index of African Governance (IIAG) data available at <https://mo.ibrahim.foundation/iiag>

Figure 2: shows compares the overall “Good” Governance Indicator for selected countries in Africa.



Source: generated from Ibrahim Index of African Governance (IIAG) data available at <https://mo.ibrahim.foundation/iiag>

Some of the APRM policy objectives that have been met since 2011 include the following;

- Enactment of Movable Asset (Interest Security) Act to improve small investors’ access to credit
- Creation of Ministry of Gender
- Intensification of Infrastructure Development Programmes
- Intensification of the fight against/Abolishment of early marriages. Though this is still an ongoing challenge especially in rural areas
- Review of the Companies Act
- Up-scaling of Government and private sector housing development programmes.
- Creation of the Financial Intelligence Unit. The challenge on us as a country now to build capacity of such institutions to ensure that their reports are credible and accepted by all.
- Increased pace of the domestication of the international conventions and treaties adopted by Zambia. The challenge now is to ensure that every treaty is in alignment with our development plans. A case in reference is the COP 21 which somehow inhibits infrastructure / industrialization in Africa
- Amendment of the Constitution in 2016 and ongoing Constitutional review processes,
- Zambia had also offered organically home-grown model for non-state coordination of efforts around the APRM through CSO APRM Secretariat to coordinate civil society efforts around Zambia’s APRM.

Zambia’s Reluctance to undergo another review since 2011

The country has been reluctant to undertake periodic reviews which need to take place every two to four years. **We have only done the baseline review.**

- Zambia hosted the country review mission in February, 2011, which prepared the country review report from which a national plan of action was drawn.

- In January 2013, Zambia was peer reviewed during the 18th summit that was held in Addis Ababa, Ethiopia. Zambia’s peer review was followed by the launch of the country review report by the 5th Republican President, the late Michael Chilufya Sata, in March, 2014.
- Zambia was expected to undergo a second round of peer review in 2018-2019 to assess the progress made in addressing governance challenges that were identified during the first peer review.
- In line with the APRM Calendar of Missions for 2019, Zambia was among the six (6) Member States of the APRM that are planned for Targeted Review. In this regard, the APRM in Zambia has settled on the “Mineral Resources contribution to the Zambian Economy”

Participation of CSO and general public awareness of APRM

The APRM Country Review Mission (CRM) led by Professor Amos Sawyer visited Zambia from 7 to 25 February, 2011 observed that consultative meetings didn’t have a balanced representation. *“The participation in the stakeholder consultations was generally inclusive, even though the representatives of the government were numerically dominant, and the private sector tended to be under-represented”*

This means that Government needs to create awareness to and CSO and general public on the importance of APRM.

Generally, if reference is made to the list of stakeholders that all need to be involved to ensure success of APRM, it has been noted that only Government, Parliament, Political parties are majorly involved. Private sector, NGOs, Academia are moderately involved with limited participation or involvement from communities, minority groups and some trade unions.

This means that t deliberate and robust sensitization programmes should be put in place, specifically with the aim of ensuring that different sector groups of society are represented in APRM deliberations. Further to this, certain pieces of legislation aimed at enhancing overall governance status in Zambia such as; **freedom of information, public order** etc. should be enacted, as these all encompass the broader spectrum of enhanced Governance.

✓ Government,	✓ Political parties
✓ Parliament,	✓ NGOs
✓ Private sector	✓ Academia
✓ Minority groups such as women’s groups,	✓ Trade unions and
✓ The community.	

Recommendation to make APRM credible on Zambia

- There is need for enhanced funding to APRM activities
- There is need for increased civil society participation in APRM activities. We can learn from countries such as Mauritius; although being one of the first countries to enter into the APRM process in 2004, got slowed down because of ineffective leadership and a weak civil society.
- Key to the success APRM is the structure, composition and relative autonomy given to its National APRM Governing Council. Ghana had completed what is considered to be a very successful APRM process on this basis.
- There is need for an enhanced sensitization and education of CSOs, Media and the general citizenry on the importance of APRM.
- Main-streaming of APRM objectives in all government programmes need to be intensified. The ministry of justice should take lead in this
- There is need for periodic holding of National Governing Council dissemination forums in all corners of the country with all interest groups represented.
- APRM rule should explicitly talk about one of the inherent dangers APRM implementation process concerning rules that do not prevent government's dominating the process of implementing Nation Plans of Actions (NPoAs). Participation of non-state actors will not only strengthen capacity, share responsibilities but also legitimize the all process.
- There is a need to review the composition of the APRM's National Governing Council to cater for minorities such as the disabled.
- There is need for enhanced funding to the APRM Secretariat to enable it carry out its mandate effectively.
- To guarantee effective coordination of APRM activities, consideration should be given to the creation of standalone APRM Secretariat as opposed to the Governance Unit under the Ministry of Justice (MOJ) doubling as APRM Secretariat.

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