

# **Arms Trade Treaty Voluntary Trust Fund**

## **FINAL REPORT**

### **Zambia**

#### **Ministry of Defence**

**Project No.: ATT.VTF.G2023.006ZMB**

**29 November 2024**

## Arms Trade Treaty Voluntary Trust Fund - Final Report

Project Number	ATT.VTF.G2023.006ZMB
Grantee name	Zambia
Project title	Building capacity for the drafting of the secondary legislation necessary for the implementation of the Republic of Zambia's Conventional Arms Control Act
Grant Amount	USD 92534
Final Report submission date	29 November 2024
Period covered under this report (MM/DD/YY – MM/DD/YY)	17 October 2023 – 29 November 2024

### 1. Project activities and outcomes

#### a Describe the project outcomes.

##### *Phase 1, Activity 1: Preparation for and drafting of secondary legislation.*

Identification of Zambian legal consultants and completion of consultancy contracts for Zambia legal consultants and an external legal consultant were duly completed in the early months of the project. The legal team, along with Small Arms Survey staff and the Zambian national contact, met regularly on-line between October and early February to advance the secondary legislation drafting. Drafts of the perceived required supplementary legislation forms were prepared and circulated in advance to the workshop participants. It is important to note the process of undertaking the actual drafting work revealed that there were still gaps in the primary legislation that would need to be filled if that National Conventional Arms Control (NCA) Bill were to provide a means to enable Zambia to be fully compliant with the ATT. Although these gaps were pointed out in the consultancy process that took place in 2021, changes addressing these were not made in the interim period between the projects and it was only at the beginning of the present project that it became clear that these deficiencies still needed to be addressed. Hence time had to be spent in the present project addressing this dimension. In addition, various domestic factors had combined to result in insufficient attention given to ensuring the process had advanced sufficiently in 2022-2023 to ensure the actual passage of the Bill, including its ATT-relevant dimensions, into law would prove feasible.

##### *Phase 1, Activity 2: Organization of the 'Secondary Legislation for the Implementation of the Conventional Arms Control Act drafting workshop'.*

All steps, including booking of venue and catering, were completed in good time for the workshop in Livingstone, Zambia.

##### *Phase 2, Activity 3: Holding of the workshop.*

The workshop, held 12 – 13 February, in Livingstone brought together 13 legal experts and representatives of the Ministry of Justice, Ministry of Defence, Zambia Army, Zambia Air Force and National Revenue Authority, who reviewed and commented on the drafts of the secondary legislation produced by the legal consultants. The two Zambian legal consultants were actively engaged in the workshop in person and the external legal consultant took part throughout

through remote means. Two Small Arms Survey staff assisted in the facilitation of the workshop itself, along with the Zambia national contact person. The workshop had to deal in part with the “gap” issue describe in Activity 1 above, as this was not strictly the focus of this workshop. The workshop produced a suggested way forward on this issue.

*Phase 3, Activity 4: Remote advice and assistance to finalize the secondary legislation understood as necessary to the implementation of the provisions of the Conventional Arms Control Act.*

Following the Livingstone workshop, the consultants took the results of the workshop and went back to work both on the secondary legislation forms and on a suggested process for inserting into the draft Bill elements required to make the Bill compliant with the Arms Trade Treaty’s requirements. This work was completed in May and submitted to the ATT focal point for further action.

*Phase 4, Activity 5: Briefings with relevant stakeholders to ensure that the Republic of Zambia’s Conventional Arms Control Bill, along with its secondary implementing legislation, is passed by the Zambian National Assembly and is assented to and signed by the Zambia President.* To this point, the activities undertaken by the project were fully consistent with what was outlined. Following the submission of the revisions, a period of briefings with relevant government ministers, parliamentarians, presidential staff and others was to have taken place. However, shortly after their submission, the person from the MOD who had led all previous ATT related work and was the central personality charged with leading the Activity 5 steps, announced that, effective 1 June, he was being transferred from the Ministry of Defence to the Ministry of Home Affairs and Internal Security. This left the project somewhat in limbo, as insufficient attention had been given within the MOD to the development of a cadre of trained persons who could take over the ATT-related responsibilities. While the veteran national contact person expressed a willingness to continue to collaborate on this stage of the project to an extent consistent with his new duties, the Small Arms Survey had to engage with both the Permanent Secretaries of the MHA and the MOD to make this possible. No new person in the MOD had been named to work with him and action independent of the MOD was not possible. It was only in mid-August that an MOD person was designated and the two were able to meet and come up with a plan for how to ensure that Zambia could meet its project commitments.

The solution found (and approved by the Permanent Secretary of the MOD) was to call a senior level inter-ministerial meeting for examining the current state of the Bill, including the work that had been done by the consultants. This meeting, in effect, would combine the briefings foreseen for this Phase with decision-making about the finalization of the language for the Bill in anticipation of the final submission to the Zambian Cabinet for its approval for sending to the Zambian Parliament. In consultation with the Small Arms Survey, a decision was made to make use of remaining available funding in the VTF grant to cover the daily costs of this meeting, which enable the meeting to take place at short notice and in a facility with back-up generator capacity, as Zambia is suffering a period of electricity shortages.

This meeting took place from 25 – 30 September 2024 at Sandy’s Conference Centre on the outskirts of Lusaka. Participants in the workshop came from the Ministry of Defence (Army, Zambia Airforce and Zambia National Service), the Ministry of Justice, the Ministry of Home Affairs, the Zambia Police and Zambia Revenue Authority. Legal consultants from the Ministry of Justice, experts on preparing national legislation consistent with Zambia law and practice, assisted this meeting. Meeting participants went meticulously through the existing draft bill and the additions that had been prepared by the project consultant, making revisions/additions along the way. A final version of the Bill was approved by the end of the meeting (and will be attached to the Project report).

An unfortunate side-effect of this process was that the length of the meeting did not allow for the full examination of the drafted secondary legislation (regulations) and so a process for the finalization of this dimension will still need to be undertaken in the months ahead. Nevertheless, the Bill now exists in a form that can be taken forward to the final stages of the process. It was recognized in this meeting that there are still several months of engaged work which will be required. In addition to the further close examination of the drafted secondary legislation (regulations), the following steps will still be required: country-wide engagement and consultation with stakeholders (to be undertaken by the MOD/MOJ and partners) on the Bill; an internal final drafting, bearing in mind any concerns/comments expressed from the countrywide consultancy process (to be undertaken by the MOJ); submission for Cabinet approval through a Cabinet memorandum (to be undertaken by MoD); parliamentary debates and comments; and a final signing of the Bill. It is hoped that this entire process will be completed by June 2025, although there are concerns about how to finance the countrywide consultancy process.

This has left the project as having made a major contribution to the advancement of the required secondary legislation (although still to be finally reviewed and approved) and an enhancement of the Bill itself. But the project falls short of its hoped-for 'outcome' for Phase 4, the adoption of the Conventional Arms Control Act and its secondary legislation to effectively implement the ATT.

*Phase 5, Activity 6: Lessons learned on Zambia's experience of drafting secondary legislation in support of the Conventional Arms Control Act*

The 'lessons learned' document could only be completed following the 'Finalization of the draft National Conventional Arms Control Bill' workshop which took place only in the last week of the project, 25 – 30 September 2024. Hence, it has not yet been shared more widely. Nevertheless, this document will be an important part of the final records for this project and will be able to be made use of both by Zambia in its project follow-up steps and more widely by the ATT Secretariat, ATT CSP processes, and other VTF grantees.

b Describe how the project has assisted your implementation of the ATT.

This project has substantially moved Zambia closer to having ATT-compliant national legislation which will provide the legal basis for steps by the Zambian government in meeting its ATT obligation. In addition, the inter-ministerial process that has strengthened the body of individuals now knowledgeable of and committed to the implementation of the ATT

c List all States that benefitted from the project.

Republic of Zambia

d Were all the project activities as specified in the Project Schedule (see Annex G) completed?

Yes ☐ No ☒

If no, explain why and describe any problems, constraints and difficulties experienced in implementing the project.

A full explanation of where this project has met problems and constraints, and how efforts made to overcome them, has been provided in the Phase IV, Activity 5 description above.

Project progress must be indicated against the Project Schedule (see Attachment 1). Please indicate the Status of all activities highlighted in YELLOW in the Project Schedule. Please also include comments where you think appropriate (e.g. to explain why certain activities have not been completed on time).

What recommendations would you make in this regard?

Two related recommendations can be made:

- During the course of the rolling out of the project, it was noted by the ATT contact person that there had not been a successful development of trained individuals within the MoD committed to this process as a part of the overall national commitment to the ATT. This in fact proved to be a deficit in the project which left it vulnerable at a critical juncture. For future reference, it would be useful to monitor this dimension along the way in the delivery of such a project and to see in what ways the national focal point could be assisted. During the course of this project, this person had a growing number of commitments, but with little real back-up internally to support his work.
- This reality became particularly important in the period following the Livingstone workshop and was made critical with the transfer of this person to new duties in another ministry. This particular possible eventuality had not been taken into account in the 'risk' analysis done for the project. The isolation of the national focal point was made evident by the fact that there was no one who could pick up his responsibilities in the immediate aftermath of his transfer, resulting in a period of limbo at a critical point in the project delivery and the requirement for an emergency solution once someone could be named in the MOD to assume responsibility. A recommendation would therefore be that this type of possible eventuality be made explicit in future grant applications, with a specific, monitorable plan for what fall-back provisions could be made for dealing such a situation.

e How would you rate the *relevance* of the project (was the project suited to existing priorities and policies of the benefitting State(s))?

Not relevant at all	Not very relevant	Moderately relevant	Relevant	Very relevant
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Explain your answer:

Zambia remains strongly committed to the ATT. The experience of Zambia in the various steps it has taken to meet its ATT obligations was further recognized by the invitation by the ATT Secretariat in inviting Mr. Dominic Matala, the long-standing national focal point for the ATT, to address the 10<sup>th</sup> meeting of the Conference of States Parties to the ATT on the impact of the series of VTF grants it has received in assisting Zambia with its engagement with the ATT.

f How would you rate the *effectiveness* of the project (to what extent has the project attained its stated objectives)?

Not effective at all	Not very effective	Moderately effective	Effective	Very effective
<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Explain your answer:

The project has helped move Zambia towards the full completion of its National Conventional Arms Control Act. However, the project implementers found themselves dealing with a national situation which was not as far along in this process as had been thought. It is sincerely hoped that the outcomes of the recent Lusaka workshop and the ways forward that have been outlined for

the remaining steps in this process can be fulfilled, even though this now completed project is unable to further contribute to this.

- g How would you rate the *efficiency* of the project (to what extent were the project results attained on time and within budget)?

Not efficient at all	Not very efficient	Moderately efficient	Efficient	Very efficient
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Explain your answer:

The earlier activity descriptions provide a picture of this 'efficiency' dimension. 'On time' results were fully met through Phase III, with the periods for Phases IV and V presenting challenges. What has been accomplished has been achieved fully within budget.

- h Please describe the impact of the project (i.e. the positive or negative changes or effects that the project results have on the surrounding circumstances).

This is difficult to assess at this stage of things. In general, the project has had the positive impact of getting an important level of national action applied to the completion of the legislative process. But, as noted, the process is not yet complete. There is every expectation however that that completion is within sight. Once achieved, the two VTF grants ('Building capacity to draft the Republic of Zambia's Conventional Arms Control Act for effective ATT implementation' and the present project, 'Building capacity for the drafting of the secondary legislation for implementation of the Republic of Zambia's Conventional Arms Control Act') will have been major positive contributors to achieving an essential legal dimension of Zambia's commitment to the implementation of the ATT. It should also be noted that other states in the southern Africa region have taken serious interest in Zambia's experience so far, even to the point of the planning of bilateral consultations.

- i How would you rate the *sustainability* of the project (to what extent can the project benefits continue after the project has finished)?

Not sustainable at all	Not very sustainable	Moderately sustainable	Sustainable	Very sustainable
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Explain your answer:

It can be expected that what has now emerged from the project with regard to 'next steps' in the legislative process will be sustainable to the completion of that process in 2025, although the funding of the country-wide stakeholder consultation process may present a particular challenge. This legislative process is a major step for Zambia. It's longer term sustainability will need to be measured in how well Zambia is able to act on the commitments undertaken via the legislation.

- j How will the Project outcomes be further used or applied in the future? Are there plans for the activities to be continued or for the experience gained to be shared?

This project will culminate in a clear structured way of implementing the ATT by the Republic of Zambia. It will facilitate the creation of an Agency that will be mandated to administer all functions related to transfers of conventional arms. This will in turn facilitate some changes and working relationships of institutions that will help implement the treaty, like the Customs and Police Department, as well as define parameters and punitive measures for law enforcement agencies. Equally Zambia expects some countries to benchmark Zambia and learn how it has navigated the domestication processes, as many countries in Africa and SADC in particular are still lagging behind where legislation is concerned. Zambia stands ready to share its experience with other countries.

## 2. Final expenditure report

Please complete the Worksheet titled 'input' in the VTF Expenditure Template – Final Report in Attachment 2.



### 3. Certification

Please complete a separate certification for each consultant engaged to undertake the project activities that have been implemented.

For the purposes of this certification:

Grantee means Ministry of Defence of Zambia

Consultant means [Insert name of Consultant]

I [Insert name of authorised person making the declaration] being a person duly authorised by the Grantee hereby certify that:

1. The Consultant was engaged by the Grantee on or after the date the Grant Agreement was executed to deliver services to the Project.
2. The service provided by the Consultant to the Grantee has been completed in accordance with the Grant Agreement.
3. The amount paid by the Grantee to the Consultant for the provision of services to help implement the Grant project to date is [Insert total \$ funding amount in United States dollars]
4. I have attached the tax invoice provided to the Grantee by the Consultant for the provision of services for the Grant project to date.
5. I have attached a receipt from the Consultant confirming that the amount referred to in 3 above has been paid in full by the Grantee.
6. All the information I have provided to the ATT Secretariat (including the contents of this declaration) is complete, true and correct.
7. I am aware of the Grantee's obligations under their Grant Agreement, including the need to keep the ATT Secretariat informed of any circumstances that may impact on the objectives, completion and/or outcomes of the agreed project.
8. I am aware that the Grant Agreement empowers the ATT Secretariat to terminate the Grant Agreement and to request repayment of funds paid to the Grantee where the Grantee is in breach of the Grant Agreement.

Signed ..... Date

[Position/ title]

Please submit this report and signed declaration to ATT Secretariat along with;

- A copy of the tax invoice issued to you by the Consultant for the provision of services
- Proof the Consultant was paid. This could be a receipt issued to you by the Consultant or a bank statement.



## ATT FINAL EXPENDITURE REPORT



Name of Grant Recipient	Zambia
Department or Agency	Ministry of Defence
Posting Date	
Project code	622023

## INSTRUCTIONS

- 1) Complete all pink fields only.
- 2) Print, sign, scan and email expenditure report to [trustfund@thearmstradetreaty.org](mailto:trustfund@thearmstradetreaty.org) along with the electronic version.
- 3) All original receipts should be chronologically numbered according to the reference number in this report. Copies of all receipts should be emailed with the expenditure report. Original receipts

Project No.	ATT-VTF-G2023-0062MB
Reporting period	17 Oct 2023 - 30 Sept 2024
Local Currency Code	ZMW ZK
Grant Received USD (1st & 2nd instalment)	86057 1.141630532

<https://www.oanda.com/currency/converter/>  
Click above first cell for exchange rate site

General Details				Total Budget		Actual spend to date**		Balance of budget available	Balance of funds received
Budget Line	Ref. N°	Description 1	Description 2 - Receipt or Invoice No. - Date	USD	Local Amount	Rate	USD	USD	USD
Personnel costs	1	SAS Head of Unit (Component 1: 1d, Component 2: 1d)	Please refer to voucher 1	1'400.00	2'394.76	1.1416	2'733.93	-1'333.93	83'323.07
	2	SAS Senior Researcher (Act. 1: 4d; Act. 2: 5d; Act. 3: 5d; Act. 4: 5d; Act. 5: 5d; Act. 6: 4d)	Please refer to vouchers 2,3,4,5,6,7,8,9,10,11,12 & 13	18'200.00	17'373.31	1.1416	19'833.90	-1'633.90	63'489.17
	3	SAS Project Support Officer (Act. 1: 4d; Act. 2: 4d; Act. 3: 6d; Act. 4: 4d; Act. 5: 3d; Act. 6: 3d)	Please refer to voucher 1,14	10'800.00	10'213.61	1.1416	11'660.17	-860.17	51'829.00
	4	SAS Administrative Support Officer	Please refer to voucher 1	2'700.00	1'993.33	1.1416	2'275.65	424.35	49'553.35
	5	SAS Grant Management Officer (VTF reporting requirements)	Please refer to voucher 1,15 & 16	3'000.00	2'917.29	1.1416	3'330.47	-330.47	46'222.88
	6	3 consultants (2 internal Zambia; 1 external Europe) for activity 1-6, 9 days per consultant)	Please refer to vouchers 17,18,19,20,21,22,23,24 & 25	16'200.00	14'548.43	1.1416	16'608.93	-408.93	29'613.95
Travel costs	7	Travel for SAS staff and external expert from Europe to Livingstone	Please refer to voucher 26, 27	6'600.00	4'045.51	1.1416	4'618.48	1'981.52	24'995.47
	8	Local Transport for SAS staff (2) and external expert	Please refer to vouchers 28,29	300.00	43.24	1.1416	49.36	250.64	24'946.11
	9	Local Transport for 17 participants to Livingstone	Please refer to voucher 28,29,30,31	6'800.00	3'470.36	1.1416	3'961.87	2'838.13	20'984.24
	10	Visa, insurance and vaccinations for SAS staff (2) and external expert (1)	Please refer to voucher 32,33	600.00	260.00	1.1416	296.82	303.18	20'687.42
Operating costs	11	Includes venue; conference package (including lunch and tea/coffee) for 2 full workshop days; projector hire; PA	Please refer to vouchers 28, 34,35,36,37	2'600.00	5'303.26	1.1416	6'054.36	-3'454.36	14'633.06
	12	Evening buffet (4 X 4 persons)	Please refer to voucher 35,36	800.00	608.44	1.1416	694.61	105.39	13'938.45
	13	Evening buffet (3 X 16 persons)	Please refer to voucher 35,36	2'400.00	1'825.32	1.1416	2'083.84	316.16	11'854.61
	14	packed lunch (travel day after conference)	Please refer to voucher 35,36	500.00	422.52	1.1416	482.36	17.64	11'372.25
	15	lunch (4 arrival day for advance team)	Please refer to voucher 35,36	180.00	152.11	1.1416	173.65	6.35	11'198.60
	16	4 nights of accommodation for 4 the organisers of the workshop (including breakfast) 2 SAS staff, 1 international expert and 1 national POC	Please refer to voucher 28,29,35,36	3'200.00	1'412.24	1.1416	1'612.26	1'587.74	9'586.34
	17	3 nights of accommodation (including breakfast) for 16 participants (including Zambia experts)	Please refer to voucher 35,36	9'600.00	9'633.61	1.1416	10'998.02	-1'398.02	-1'411.68
	18	Fees for national and international payments	Please refer to voucher 38	600.00	500.00	1.1416	570.82	29.18	-1'982.50
	19								
	20								
	21								
	22								
	23								
				86'480.00	77'117.34		88'039.50	-1'559.50	-77'117.34

\* Description 2 - Receipt or Invoice No. - Date: include information on the date of the receipt received, as well as the receipt number. Also include additional information e.g. if the budget line item relates to an airfare, include the airline that issued the ticket, the departure city and arrival city etc.

\*\*Actual spend to date: insert the actual amount spent on the budget item. If the item was paid for in local currency, insert the figure in the column headed 'Local amount', and it will automatically be calculated in USD. If the item was paid for in USD, enter the figure in the column headed 'USD'.

Signature:

Nathalie Fauvarque  
04/08/2025

Nathalie FAUVARQUE, head of Administration and Finance

DOMINIC MATALA  
ASSISTANT DIRECTOR  
PERMANENT SECRETARY  
P/BAG RW 17X, LUSAKA  
13 MAR 2025  
REPUBLIC OF ZAMBIA  
MINISTRY OF DEFENCE



# RECONCILIATION

Zambia-ATT-VTF-G2023.006ZMB  
2023

Description	Total budget	Actual spend (Interim Report)	Actual spend (Final Report)	Actual spend (Total)	Balance of budget available	Balance of funds received	% of over- or under-spend
	USD	USD	USD	USD	USD	USD	
Personnel costs							
SAS Head of Unit	1'400.00	1'132.62	1'601.31	2'733.93	1'333.93	83'323.07	195%
(Component 1: 1d, Component 2: 1d)							
SAS Senior Researcher	18'200.00	14'274.74	5'559.16	19'833.90	1'633.90	63'489.17	109%
(Act. 1: 4d; Act. 2: 5d; Act. 3: 5d; Act. 4: 5d; Act. 5: 5d; Act. 6: 4d)							
SAS Project Support Officer	10'800.00	6'493.42	5'166.75	11'660.17	860.17	51'829.00	108%
(Act. 1: 4d; Act. 2: 4d; Act. 3: 6d; Act. 4: 4d; Act. 5: 3d; Act. 6: 3d)							
SAS Administrative Support Officer	2'700.00	926.39	1'349.26	2'275.65	424.35	49'553.35	84%
SAS Grant Management Officer (VTF reporting requirements)	3'000.00	1'142.62	2'187.85	3'330.47	330.47	46'222.88	111%
3 consultants (2 Internal Zambia; 1 external Europe) for activity 1-6, 9 days per consultant)	16'200.00	12'111.98	4'496.95	16'608.93	408.93	29'613.95	103%
Travel costs							
Travel for SAS staff and external expert from Europe to Livingstone	6'600.00	4'806.93	188.45	4'618.48	1'981.52	24'995.47	70%
Local Transport for SAS staff (2) and external expert	300.00	51.38	2.02	49.36	250.64	24'946.11	16%
Local Transport for 17 participants to Livingstone	6'800.00	3'362.62	599.25	3'961.87	2'838.13	20'984.24	58%
Visa, insurance and vaccinations for SAS staff (2) and external expert (1)	600.00	-	296.82	296.82	303.18	20'687.42	49%
Operating costs							
Includes venue; conference package (including lunch and tea/coffee) for 2 full workshop days; projector hire; PA	2'600.00	4'333.73	1'720.63	6'054.36	3'454.36	14'633.06	233%
Evening buffet (4 X 4 persons)	800.00	41.27	653.34	694.61	105.39	13'938.45	87%
Evening buffet (3 X 16 persons)	2'400.00	2'083.84	-	2'083.84	316.16	11'854.61	87%
packed lunch (travel day after conference)	500.00	419.00	63.36	482.36	17.64	11'372.25	96%
lunch (4 arrival day for advance team)	180.00	12.70	160.95	173.65	6.35	11'198.60	96%
4 nights of accommodation for 4 the organisers of the workshop (including 3 nights of accommodation (including breakfast) for 16 participants (including Zambia experts)	3'200.00	1'612.26	-	1'612.26	1'587.74	9'586.34	50%
Fees for national and international payments	9'600.00	9'736.66	1'261.36	10'998.02	1'398.02	1'411.68	115%
	600.00	118.82	452.00	570.82	29.18	1'982.50	95%
<b>Total Direct Costs</b>	<b>86'460.00</b>	<b>62'660.98</b>	<b>25'378.52</b>	<b>88'039.50</b>			
<b>Total Indirect Support Costs - 7%</b>	<b>6'053.60</b>	<b>4'386.27</b>	<b>1'776.50</b>	<b>6'162.77</b>			
<b>Total</b>	<b>92'513.60</b>	<b>67'047.25</b>	<b>27'155.02</b>	<b>94'202.27</b>			

Amount of 1st installment  
Amount of 2nd installment

46'267.00  
39'790.00

AMOUNT 3<sup>rd</sup> installment  
\$ 6'477

Small Arms Survey

Nathalie Fauvarque  
06.06.2025

