Executive Summary

The year under review saw notable legal reforms bear fruit such as the abolishment of the defamation of the President clause from the Penal Code (Amendment) Act 2022. Several other repressive legislations such as the Cybersecurity and Cybercrimes Act 2021 were earmarked for review through participatory consultative processes. Furthermore, there was a significant movement to review the Access to Information Bill 2021 and Zambia Media Council Bill 2021. And in commitment to improving the country’s ICT sector, a draft National ICT Policy 2022 and National Digital Transformation Strategy 2022 - 2026, were finalised and circulated for stakeholder input.

The country began implementing a digital identity system and pushed forward to complete the controversial Smart City project. Although several individuals were detained and arrested over defamation of the president charges, the abolishment of the law spurs hope of reduced incidents. Zambia welcomed a fourth mobile network operator and launched its first 5G network initiative. While the developments are commendable, there is still the need to enhance current legal reforms and ensure follow-through on the bills that have been earmarked for review. In addition, more efforts to bridge the digital divide and enhance the development of the ICT sector to transform Zambia into a digital economy.
Introduction

According to a recently concluded 2022 census, Zambia’s population stands at 19.6 million with the female and male population percentages pegged at 51 per cent and 49 per cent respectively. About 60 per cent of Zambians live in rural areas and 40 per cent in urban centres. In 2022, Zambia’s political and economic landscape remained stable with a GDP of 22 billion. The United Party for National Development ‘new dawn government’ which took office in 2021 made many optimistic pronouncements on key sector reforms to improve the socioeconomic growth of the country.

The Ministry of Technology and Science oversees ICT policy development and implementation while the Zambia Information and Communications Authority (ZICTA) regulates the sector. In October 2022, ZICTA unveiled a new seven-member board of directors under new Statutory Instrument no. 28 of 2022 ICT (administration of authority) which came into effect in April 2022. Efforts are ongoing to recruit a new Director General after the previous director left in June 2021. Additionally, five other directors were fired in February 2022 under unclear circumstances.

Various legislations exist that govern ICTs such as the Information Communication Technology Act 2009, Cybersecurity and Cybercrimes Act 2021, Data Protection Act 2021, e-Government Act 2021 and Electronic Communications and Transactions Act 2021 (repealed). In addition, policies such as the National Cybersecurity Policy 2021, and the Postal and Courier Services Policy 2021 – 2031 regulate the sector.

In November 2021, Zambia joined the 13 African states that have ratified the African Union Convention on Cybersecurity and Personal Data Protection (Malabo Convention).

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1 Zambia Statistics Agency (2022) Census of Population and Housing [Link]
2 World Bank (2021) Zambia Data GDP [Link]
3 Lusaka Times (2022) Mutati unveils ZICTA board, urges it to reduce ICT fees [Link]
4 Mutimushi exit from ZICTA confirmed (2021) [Link]
5 News Diggers (2022) ZICTA fires 5 directors [Link]
6 Information Communication Technology Act 2009.
7 Cyber Security and Cybercrimes Act 2021.
8 Data Protection Act 2021.
12 National Postal Policy of 2021, [Link]
13 African Union Convention on Cyber Security and Personal Data Protection [Link]
Internet Freedom

Internet Access and Disruptions

In the second quarter of 2022, the mobile subscription rate stood at 99 per cent accounting for 19 million people while the internet penetration rate stood at 53 per cent accounting for 10 million internet users according to Zambia Information and Communications Authority (ZICTA). Furthermore, 53 per cent of the population access the internet using mobile broadband while a meagre 0.5 per cent use fixed-line internet subscriptions. In terms of gender gaps in ICTs, the 2018 ZICTA National ICT Survey revealed that 17 per cent of males had access to the internet compared to 12 per cent of females in 2018. In terms of mobile phone ownership, 87 per cent of males owned a phone in comparison to 81 per cent females.

In addition, 29 per cent of males compared to 30 per cent of females owned a smartphone. In November 2022, MTN Zambia launched the country's first fifth-generation mobile network technology (5G) in a bid to offer faster internet speeds, better security and stability, and the ability to handle high-volume connections over mobile data.

The number of active Internet Service Providers (ISPs) increased from 17 recorded in 2021 to 19 in 2022. A fourth Mobile Network Operator (MNO) called Zedmobile and trading as Beeline Telecommunications, which is wholly Zambian owned, was launched in December 2022.

In August 2021, Zambia experienced a partial internet shut down which lasted 48 hours. Social media platforms such as WhatsApp, Facebook, Messenger and Twitter were inaccessible. An Open Observatory of Network Interference (OONI) report indicated that social media sites were blocked, confirming that the three network providers were using the same.

14 ZICTA (2022) ICT Indicators [link]
15 Ibid
17 MTN (2022) MTN Zambia launches the country’s first 5G network [link] (accessed December 21, 2022).
18 Ibid
technique to restrict Internet access and social media sites. Chapter One Foundation, a local human rights organisation filed a high court order against the regulator ZICTA to restore the internet which was subsequently restored on August 14, 2021.

Finally in March 2022, the two parties entered into a consent agreement where the regulator agreed to act within its legal authority and to inform the public of any internet access disruption within 36 hours of such an incident. This strategic litigation case is the first for Zambia and an enormous score for internet freedom in the country.

**FREE SPEECH AND MEDIA FREEDOMS**

In Zambia, the 2016 Constitution affirms the right to freedom of expression, assembly and association, access to information, and privacy. The country is also party to several regional and global human rights standards such as the African Charter on Human and Peoples Rights (ACHPR), the International Convention on Civil and Political Rights (ICCPR), the Windhoek Declaration, and African Platform on Access to Information.

Television and radio broadcasts are regulated by the Independent Broadcasting Authority (IBA) through the Independent Broadcasting Authority (IBA) Act 2010 while the national broadcaster, Zambia National Broadcasting Corporation (ZNBC), is regulated under the ZNBC Act 2017. Internet broadcasting is not regulated in Zambia. The Media Development Policy sets a roadmap for self-regulation and development of the media sector.

Prior to taking office, the United Party for National Development (UPND) government made several positive pronouncements to reform various repressive legislation, in particular, to review the Cybersecurity and Cybercrimes Act 2021 and enact the Access to Information Bill 2013 and Zambia Media Council (ZAMEC) Bill 2019.

In May 2022, the government announced that it would begin the process of amending the Cybersecurity and Cybercrimes Act 2021. Subsequently, stakeholder consultations commenced in September 2022. Similarly, in March 2022, the government announced that it would hold more consultations with stakeholders on the Access to Information Bill in all the 10 provinces of the country. This
was a great departure from the government's earlier sentiments where they promised to enact the 21-year-old Bill in a timely manner.\(^\text{41}\)

Moreover, civil society and media organisations were opposed to this decision because the Bill has been subjected to too many stakeholder consultations over the past years and wondered if the pronouncements were mere political rhetoric.\(^\text{42}\) In June 2022, the Zambia Media Council (ZAMEC) Bill 2019,\(^\text{43}\) which seeks to provide a mechanism for national media self-regulation, failed to take off after some stakeholders such as the Media Owners Association of Zambia, MISA Zambia Chapter and BBC Media Action rejected the final draft bill citing that some clauses were detrimental to the development of the media sector.\(^\text{44}\)

Between January 2022 and December 2022, Paradigm Initiative recorded about 12 arrests and detentions of individuals who were charged with defamation of the President under Section 69 of the Penal Code Act for posts made online. Of the 12 people arrested, two were released, six were jailed, and four are awaiting trial. The individuals ranged from citizens that aired their views online to political opponents.

In May 2022, 46-year-old Andsen Zulu of Lusaka, was sentenced to one-year imprisonment for alleging in a Facebook post that President Hakainde Hichilema is a “member of the anti-Christ”.\(^\text{45}\)

In July 2022, two youths from the countryside, 28-year-old Danny Kapambwe and 19-year-old Justine Chimpinde, were jailed for two years with hard labour for insulting the President on TikTok.\(^\text{46}\)

In August 2022, Benson Tembo, a pastor, was imprisoned for 15 months with hard labour for calling President Hichilema a satanist during a sermon.\(^\text{47}\) On September 1, 2022, police in Lusaka arrested 35-year-old Lawrence Bwalya Muchinda of Lusaka for allegedly issuing defamatory remarks against the President on TikTok.\(^\text{48}\)

Zambian human rights groups have long urged previous governments to abolish the law used in the past by governments to silence critics. Furthermore, the UPND government during the 2021 election campaigns promised to revoke this archaic law,\(^\text{50}\) and finally, on December

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\(^{42}\) Lusaka Times (2022) Government’s plan to take the Access to Information Bill to 10 provinces for fine tuning [opposed](https://www.lusakatimes.com/2022/03/29/governments-plan-to-take-the-access-to-information-bill-to-10-provinces-for-fine-tuning-opposed/) (accessed December 22, 2022).


\(^{45}\) Lusaka Times 2022 [Evelyn Hone College driver jailed one year for defaming President Hakainde Hichilema](https://www.lusakatimes.com/2022/05/30/evelyn-hone-college-driver-jailed-1yr-for-defaming-hh/) (accessed December 22, 2022).


24, 2022, President Hichilema abolished the defamation of the president clause which is commendable and a critical milestone for Zambia.\textsuperscript{51}

**PRIVACY AND SURVEILLANCE**

As far as 2013, Zambia began implementing a controversial Smart City Project as part of a broader safe city initiative which involves setting up Closed-Circuit Television (CCTV) street cameras in public places. This initiative sparked fears among human rights defenders, civil society and citizens over its potential use for surveillance and monitoring activities on citizens since the technology is not governed by a legal and policy framework nor subject to judicial oversight. In August 2022, the new government confirmed that they would go ahead to conclude the controversial project which was 98% complete.\textsuperscript{52}

**DATA GOVERNANCE**

In March 2021, Zambia enacted its first data protection law in a bid to provide protection of personal data and information that is processed electronically. The regulator, ZICTA, assumed the role of data protection authority although to date the country is yet to see tangible results as the law is not yet fully operational and a data protection commissioner is yet to be appointed.\textsuperscript{53} In addition, there are low levels of data privacy awareness amongst the majority of the population.

In March 2022, Zambia started implementing the Integrated National Registration Information System (INRIS), a digital biometric national identity management system that will replace the traditional paper and manual national registration system that has been susceptible to abuse and fraud over the years. \textsuperscript{54} The INRIS technology has been deployed in several districts of the country and will facilitate digital identification documents such as national registration cards, and birth and death certificates.\textsuperscript{55} The INRIS is also key in implementing the planned e-voting system.\textsuperscript{56}

**REVIEW OF THE UNIVERSAL SERVICE FUND**

The Zambia Information and Communications Technology Authority (ZICTA) implements several projects under the Universal Access and Service Fund (UASF)\textsuperscript{57} which is established under the ICT (Universal Access) Regulations Act 2012. Of the total revenue collected in 2021, ZMW 86.27 million (USD5 million) was appropriated to the UASF and the regulator further established a new directorate of Universal Access and Service Fund to enhance corporate governance.\textsuperscript{58} The UASF-funded projects include the construction of 1,009 communication towers to attain 92 per cent population coverage with mobile network and enhance the quality of service, and last mile fibre optic connectivity to education and research institutions — in partnership with Zambia Research and Education Network (ZAMREN) — to enhance the provision of low-cost broadband connectivity to public universities, colleges, schools and research institutions.

The connecting learning institutions project aims to supply computers and establish computer labs in government primary, secondary and tertiary institutions countrywide. The other key projects include

\begin{itemize}
  \item 1.5 percent of gross annual turnover collected from all licensed mobile network operators.
\end{itemize}
the digital health programme, the universal health connect project, which aims to promote universal access to ICTs in the health sector, and the inclusive connect programme which aims to empower persons with disabilities with customized computer equipment to institutions working with persons with disabilities.

The UASF's effectiveness was previously questioned due to non-attainment of some goals. However, at the end of 2021, 24 additional communication towers were erected, bringing the project to 96 per cent completion, 198 primary and secondary schools were given computers, 75 research and education institutions were connected to the internet, four health institutions were selected for implementation of the health connect project, and 14 special schools were supplied with computers and software. The fund has gone a long way to expand network connectivity and connect underserved learning institutions with ICT tools and services, contributing to bridging the digital divide. In addition, the establishment of a new USAF directorate under ZICTA has helped to enforce transparency and accountability in the administration of the fund.

However, more work remains to be done, including the improvement of network quality following customer complaints and the Technology and Science Minister calling for the ICT regulator to investigate poor network connectivity. In addition, poor network quality contributed to holding off e-voting plans by the Electoral Commission of Zambia until the country attains reliable network coverage and connectivity. Furthermore, more efforts to bridge the current digital divide. A 2022 Zambia Inclusive Digital Economy Status Report revealed that the country has a digital divide of 47 per cent, and 56 per cent of the rural population is not digitally included. Furthermore, the gender digital divide is 34 per cent.

DEVELOPMENTS IN ICT AND EMERGING TECHNOLOGIES

In June 2022, the first drafts of the revised National ICT Policy and new National Digital Transformation Strategy were finalised and circulated for stakeholder consultation. In addition, the country's Eighth National Development Plan 2022 - 2026 was launched in September 2022. The three documents

60 IT Web Africa (2022) Zambia’s Tech Minister calls for ICT ‘reboot’ https://itweb.africa/content/j5alrvQAAQGvpYQk (accessed December 23, 2022).
61 IT Web Africa (2022) Zambia: country must hold off on e-voting plans says govt’ https://itweb.africa/content/rW1xLv5ndjk7Rk6m/ap6GxRKqYaqb3Wjr (accessed December 23, 2022).
set out roadmaps to develop the country’s ICT sector, leverage the technological benefits to revolutionise other key sectors of the economy, establish a coordinated approach in fostering technological adoption and overall facilitate the digital transformation of Zambia's economy.

While Zambia has passed some key legislations on data protection, cybersecurity, consumer protection and intellectual property, amongst others, none that are foundational for responsible Artificial Intelligence (AI) development and use, or AI strategy, exist.65

Conclusion and Recommendations

The year 2022 saw significant success and developments in the ICT sector and internet freedom landscape. However, for these efforts to bear significant fruit, there will be the need for government to intensify efforts on policy and legislative reforms at a time when Zambia is emerging from a climate of fear, repression and intolerance that was witnessed in previous governments where internet laws were used to target people's online freedoms. In addition, there is a need for relevant stakeholders to ensure that the ICT sector develops into an inclusive, affordable and vibrant internet ecosystem that will complement the country's innovation and development plans.

RECOMMENDATIONS

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<tr>
<th>GOVERNMENT</th>
<th>PRIVATE SECTOR</th>
<th>CIVIL SOCIETY</th>
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<tr>
<td>The government is urged to:</td>
<td>The Private Sector is urged to:</td>
<td>Civil Society Organisations (CSOs) are urged to:</td>
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<tr>
<td>• Review sections 6, 7, 54, 59, 65 and 69 of the Cybersecurity and Cybercrimes Act 2021 in a timely and participatory manner.</td>
<td>• Implement appropriate measures on data governance to ensure and enhance compliance with the Data Protection Act.</td>
<td>• Continue to raise awareness on digital rights and digital inclusion in Zambia</td>
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<tr>
<td>• Enact the Access to Information Law and end the 21-year-long waiting process.</td>
<td>• Continue to take steps to complement the government's efforts in improving the ICT sector through investments that ensure universal, equitable, affordable and meaningful access to the Internet and other digital technologies.</td>
<td>• Amalgamate advocacy efforts and engagements with the government on policy and legislative reforms on media and digital rights.</td>
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<td>• Review the Zambia Media Council Bill and enact it through a participatory process spearheaded by media practitioners and journalists.</td>
<td>• Produce regular transparency reports disclosing their commitment to upholding human rights in accordance with the UN Guiding Principles on Business and Human Rights.</td>
<td>• Collaborate with the government in the development of a national AI strategy.</td>
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<td>• Appoint a Data Protection Commissioner and establish a Data Protection Office that is independent of the regulator, ZICTA.</td>
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<td>• Continue to play an oversight role and provide the necessary checks and balances in the development and enforcement of human rights-based ICT policy and legal frameworks.</td>
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<td>• Raise awareness of data protection in the country among corporations and citizens, especially in light of the planned</td>
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<td>roll-out of digital IDs.</td>
<td>The Academia is urged to:</td>
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<td>• Enact legislation for the safe use of public security information systems.</td>
<td>• Conduct more research on digital rights and digital inclusion, including studies on Artificial Intelligence and emerging technologies, to inform the development of various ICT-related strategies and policies.</td>
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<td>• Develop a comprehensive legal and ethical governance framework for Artificial Intelligence technologies, robotics and other emerging technologies in compliance with international standards.</td>
<td>• Contribute to monitoring and documenting the digital rights and inclusion developments in Zambia.</td>
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<td>• Take measures to protect journalists, media practitioners and citizens from arbitrary arrests and detention, and unlawful surveillance.</td>
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<td>• Pardon and grant amnesty to those serving jail terms for the abolished defamation of the president law.</td>
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<td>• Commit to keeping the internet on and inform citizens of any network disruptions within a reasonable timeframe.</td>
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<td>• Increase the annual budget allocation towards the growth of ICTs in an effort to bridge the existing digital divide and improve internet connectivity while taking into consideration the needs of rural communities, people with disabilities, women and children in accordance with the National ICT Policy and National Digital Transformation Strategy.</td>
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