

Thirty Ministries, Eight Targets

A ministry-by-ministry reading of the proposed realignment of Government Ministries and Departments, and how each portfolio connects to the Grow Zambia Agenda

THE GROW ZAMBIA AGENDA, 2026 TO 2031

10 - 10 - 5 - 3 - 3 - 1 - 1 - 1



10 million tonnes
Maize



10,000 MW
Electricity



5 million a year
Tourists



3 million tonnes
Copper



3 million tonnes
Soya



1 million tonnes
Wheat



1 million tonnes
Sugar



US\$1 billion
Beef exports

Maize, electricity, tourists, copper, soya, wheat, sugar and beef exports by 2031



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Source document: Supplement to the Votes and Proceedings of Friday, 23rd October, 2026. Motion set down for debate on Tuesday, 27th October, 2026.

INSIDE THIS PAPER



32 portfolio cards

Every ministry and both offices, read against the eight targets



14 drafting points

Overlaps in the schedules worth settling before the Gazette



5 signals to watch

How citizens can tell whether the new structure works

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A note before you read

When the Notice of Motion landed on Friday, most of the talk was about one number: thirty ministries. I wanted to look past the count and ask a plainer question. If Government has rebuilt its organisation chart around the Grow Zambia Agenda, does each ministry have a clear job in delivering it?

This paper reads the motion one portfolio at a time. For each ministry it sets out what it will hold, which of the eight targets it carries, what could trip it up, and what success would look like for an ordinary person. It also lists the drafting points I noticed, so that Members of Parliament and the public can see where the schedules may need tidying before the Gazette is issued.

I have tried to be fair. The motion has a clear logic, and it also raises fair questions about cost and coordination. Both are set out here.

Lubinda Sinyani

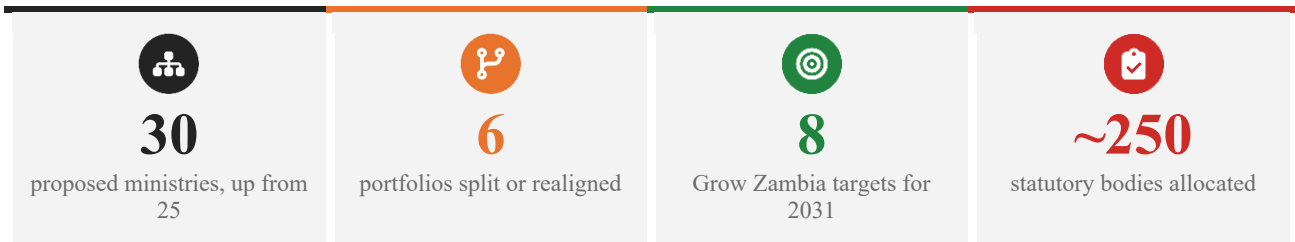
Lusaka, 26 October 2026

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1 At a glance



On Friday 23 October 2026 the Vice President gave notice of a motion asking the National Assembly to approve the dissolution, realignment and establishment of Government ministries under Article 92(2)(d) of the Constitution. The motion is set down for debate on Tuesday 27 October 2026.

Appendix I lists 30 ministries. Appendix II allocates about 390 subjects and about 250 statutory bodies and institutions across those ministries and the Offices of the President and Vice President. Compared with the 25 ministries of the first term, five portfolios are split in two and one is realigned. The other nineteen keep their names.

State House says the realignment is meant to make Government more efficient and to shape the public service around the priorities of the Grow Zambia Agenda. Read against the agenda's eight targets, that logic shows clearly in the splits. Energy becomes Electricity and Petroleum, so the 10,000 MW target has its own minister. Commerce, Trade and Industry becomes Trade and Exports and Industry, separating market access from value addition. Higher education and skills leave the Ministry of Education to serve a growth agenda that needs engineers, geologists and veterinarians.

Questions remain. Five extra ministries carry running costs at a time when the October 2026 IMF staff-level agreement asks for a rising primary surplus. Several functions and bodies appear in two places in the schedules. And the motion does not list the ministries being dissolved, which leaves the comparison to the reader.



The short answer

The new structure matches the agenda well at the production end: every one of the eight targets now has an obvious lead ministry. The weaker points are coordination between split ministries, a handful of duplicated allocations, and the need for a published transition cost. All three can be fixed in the Gazette and the 2027 budget.



2 What the motion does

The legal basis

Article 92(2)(d) of the Constitution allows the President, subject to the approval of the National Assembly, to establish and dissolve Government ministries and departments. The President wrote to Parliament seeking that approval, and the Vice President moves the motion on his behalf.

What Parliament is asked to approve

- **Appendix I:** a list of 30 proposed ministries, from Defence to Culture and Arts.
- **Appendix II:** the allocation of subjects (policy functions) and statutory bodies to the Office of the President, the Office of the Vice President and each of the 30 ministries, numbered 1 to 32.
- By implication, the dissolution of the first-term portfolios that are not carried forward. The motion does not schedule these by name.

What happens after approval

Once the House approves, the new portfolios are usually confirmed in the Gazette, ministers are appointed, staff and departments move across, and budget lines are redrawn. Timing matters this year. Only four Cabinet ministers had been named by 22 October 2026, covering finance, foreign affairs, health and green economy, so most portfolios will be filled after the structure is approved.



Why this matters to citizens

A ministry's subjects decide who answers when something goes wrong. If a farmer's irrigation scheme fails, or a lodge owner waits months for a licence, the schedules in Appendix II decide which minister should be asked in the House.



3 The Grow Zambia Agenda in brief

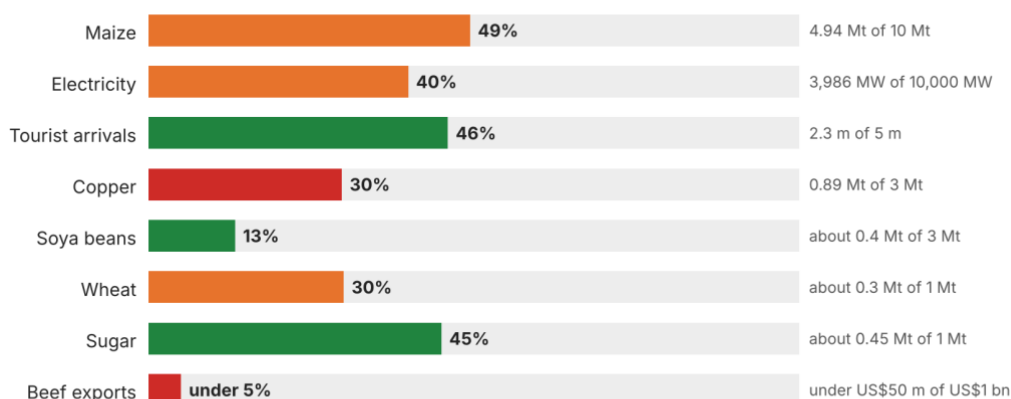
President Hichilema launched the Grow Zambia Agenda at his second-term inauguration on 1 September 2026 and set it out to Parliament on 9 October 2026 under the theme "Grow Zambia: An Agenda for Inclusive Growth and Opportunity for Every Zambian". Its purpose is to move the country from stabilisation to growth and to more than double the size of the economy by 2031.

The agenda is summarised in a code, 10-10-5-3-3-1-1-1, which stands for eight production targets to be reached by 2031.

Target	2031 goal	Starting point	Lead ministry (proposed)
 Maize	10 million tonnes	4.94 million tonnes (2025/26 forecast)	Agriculture
 Electricity	10,000 MW installed	3,986 MW (mid-2025)	Electricity
 Tourist arrivals	5 million a year	2.3 million (2025)	Tourism
 Copper	3 million tonnes	890,346 tonnes (2025)	Mines and Minerals Development
 Soya beans	3 million tonnes	about 400,000 tonnes	Agriculture
 Wheat	1 million tonnes	about 300,000 tonnes	Agriculture
 Sugar	1 million tonnes	about 450,000 tonnes	Agriculture; Industry
 Beef exports	US\$1 billion a year	under US\$50 million	Fisheries and Livestock

Starting points as compiled by The Zambia Economist from Ministry of Agriculture, Ministry of Mines, Zambia Tourism Authority and US International Trade Administration figures. Soya, wheat, sugar and beef baselines are approximate.

Where each target starts: latest level as a share of the 2031 goal



Baselines: maize 2025/26 forecast; electricity mid-2025; tourists and copper 2025.
Soya, wheat, sugar and beef baselines are approximate. Source: The Zambia Economist, October 2026.

How it is to be paid for

The President told Parliament that Government would broaden the use of public private partnerships, joint ventures, bonds and capital market instruments to finance the agenda. On 9 October 2026 the IMF announced a staff-level agreement on a three-year Extended Credit Facility of about US\$1.47 billion, subject to Board approval. It raises the primary surplus gradually to 3 percent of GDP by 2029, mainly through domestic revenue. The investment drive therefore has to lean on private and concessional money, and new administrative costs compete for the same fiscal space.



4 From 25 to 30 ministries

The motion does not list the ministries it dissolves, so the table below is my reading of Appendix I against the 25 portfolios of the first-term Cabinet. Six change. The other nineteen continue under the same names, although some gain or lose individual subjects.

First-term ministry	Proposed	Change	The Grow Zambia logic
Commerce, Trade and Industry	Trade and Exports + Industry	Split	Separates selling abroad (beef, sugar, soya, copper) from building factories and special economic zones.
Energy	Electricity + Petroleum	Split	Gives the 10,000 MW target its own minister and puts fuel supply and pricing under another.
Infrastructure, Housing and Urban Development	Infrastructure and Urban Development + Housing	Split	Housing gets a dedicated minister as towns grow around mines and farm blocks.
Education	Education + Skills and Higher Education	Split	Universities and TEVET move to a ministry that can match training to the targets.

First-term ministry	Proposed	Change	The Grow Zambia logic
Youth, Sport and Arts	Youth and Sport + Culture and Arts	 Split	Heritage, ceremonies and creative industries become a tourism and jobs portfolio of their own.
Lands and Natural Resources	Lands	 Realigned	Natural resources policy appears under Green Economy; Lands concentrates on tenure and title.

Continuing under the same name

Defence; Home Affairs and Internal Security; Foreign Affairs and International Cooperation; Finance and National Planning; Agriculture; Fisheries and Livestock; Small and Medium Enterprise Development; Mines and Minerals Development; Tourism; Transport and Logistics; Water Development and Sanitation; Green Economy and Environment; Health; Information and Media; Technology and Science; Local Government and Rural Development; Justice; Labour and Social Security; Community Development and Social Services.

How to read the ministry cards

NEW PORTFOLIO Created by splitting a first-term ministry	RESHAPED Same core, different name or scope	CONTINUING Same name as in the first term	CENTRE OF GOVERNMENT Office of the President or Vice President
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Each card has four rows: What it holds (subjects and bodies from Appendix II), Grow Zambia link (the targets it carries, shown as icons), What to watch (risks and overlaps), and In everyday terms (what success would look like for a citizen).



5 Who carries which target

Every target now has one obvious lead. Each also depends on four or five other ministries, which is where coordination will make or break delivery.

Target	Lead ministry	Supporting ministries
 Maize	Agriculture	Water Development; Lands; Local Government; Transport and Logistics; Small and Medium Enterprise Development; Office of the Vice President (disaster risk)
 Electricity	Electricity	Mines (coal); Water Development (hydro allocation); Green Economy; Finance (PPP Office); Justice (power purchase agreements)
 Tourists	Tourism	Transport and Logistics (airports, Zambia Airways); Home Affairs (visas); Culture and Arts (heritage); Foreign Affairs; Infrastructure
 Copper	Mines and Minerals Development	Electricity; Transport and Logistics; Industry (value addition); Lands; Green Economy (ZEMA); Skills and Higher Education
 Soya	Agriculture	Industry (feed and oil processing); Trade and Exports; Small and Medium Enterprise Development; Lands
 Wheat	Agriculture	Water Development (irrigation water); Electricity (pumping); Lands; Industry (milling)

Target	Lead ministry	Supporting ministries
 Sugar	Agriculture	Industry (processing); Water Development; Trade and Exports; Labour (estate workers)
 Beef exports	Fisheries and Livestock	Trade and Exports (market access); Industry (abattoirs, processing); Health (food safety); Foreign Affairs; Transport and Logistics



A suggestion

Each target could have a named lead minister, a named lead Permanent Secretary and a joint delivery committee with the supporting ministries, reporting to the Office of the President. That turns a list of ministries into a chain of accountability.



6 Ministry by ministry

The thirty ministries and the two offices are grouped here by the role they play in the agenda rather than by their order in the motion. The cards follow the allocation in Appendix II.

6.1 CENTRE OF GOVERNMENT

The two offices that own the agenda, set the rules for the public service and coordinate everyone else.



Office of the President

CENTRE OF GOVERNMENT | 23 subjects | 19 institutions



What it holds

Pay policy, public service management, decentralisation, digitalisation and electronic government, gender policy, constitutional matters, provincial and district administration and state security. Its 19 institutions include the Emoluments Commission, the Anti-Corruption Commission, the Civil Service Commission, the Industrial Development Corporation, ZICTA, the National Economic Advisory Council and NIPA.



Grow Zambia link

Coordination of all eight

This is where the eight targets are owned. Pay policy, the service commissions and the Industrial Development Corporation give State House direct levers over the people who deliver the agenda and over state investment capital.



What to watch

ICT policy, electronic government and ZICTA sit here, while telecommunications, cyber policy and data protection sit with Technology and Science. A single digital agenda will need one clear owner.



In everyday terms

How long a citizen waits for a land title, a passport or a pension depends on how the public service is organised and paid. Those levers sit in this office.



Office of the Vice President

CENTRE OF GOVERNMENT | 9 subjects | 4 institutions

What it holds	Disaster risk management, elections, food and nutrition security policy, national guidance and values, parliamentary business, religious affairs and resettlement. It oversees the Electoral Commission of Zambia, the National Food and Nutrition Commission and the Parliamentary Service Commission.
Grow Zambia link	Maize Wheat Disaster risk management matters for farming targets that depend on rain. The 2024 drought showed how one bad season can cut both harvests and hydro power. Food and nutrition policy here ties the grain targets to what families actually eat.
What to watch	Nutrition appears in three places: this office (policy), Health (nutrition security) and Agriculture (food security). Clear coordination rules will decide whether that is joined up or duplicated.
In everyday terms	<i>For a family in a drought-prone district, this office shapes how quickly relief arrives and whether resettlement is planned or rushed.</i>

6.2 THE PRODUCTION ENGINE

Six ministries hold the eight numbers directly. If the agenda succeeds or fails, it will show up here first.



Ministry of Agriculture

CONTINUING | 13 subjects | 10 institutions

What it holds	Agricultural policy, extension services, research, irrigation development, seed control and certification, plant quarantine, food security and marketing. Bodies include the Food Reserve Agency, ZARI, the Cotton Board, the Tobacco Board, Nitrogen Chemicals of Zambia and the Warehouse Licensing Authority.
Grow Zambia link	Maize Soya Wheat Sugar Four of the eight targets land on one desk: maize, soya, wheat and sugar. Maize stood near 4.94 million tonnes in the 2025/26 season, so the goal means doubling output in five seasons. Soya and wheat start from much smaller bases.
What to watch	Irrigation development sits here, but water resources management sits with Water Development and Sanitation. Wheat is grown mainly under irrigation in the dry season, so the two ministries will need one plan.
In everyday terms	<i>For a smallholder in Mkushi or Chipata, success looks like certified seed on time, an extension officer who visits, and a buyer at a fair price after harvest.</i>



Ministry of Fisheries and Livestock

CONTINUING | 15 subjects | 6 institutions



What it holds

Animal health, animal identification and traceability, dairy development, fisheries and aquaculture, livestock development, and veterinary and tsetse control services. Bodies include the Dairy Industry Development Board, the Livestock Development Trust and the Veterinary Council of Zambia.



Grow Zambia link

Beef exports

The US\$1 billion beef export target lives here. Current beef exports are estimated at under US\$50 million, so the goal is about twenty times today's level. Traceability and disease control decide access to the better-paying markets.



What to watch

Foot-and-mouth disease and the 2026 anthrax outbreak are the risks most likely to close export markets. This ministry and Trade and Exports will have to work as one on market access.



In everyday terms

A cattle keeper in Namwala gains when an ear tag and a vaccination record can turn a local sale into an export sale.



Ministry of Mines and Minerals Development

CONTINUING | 10 subjects | 10 institutions



What it holds

Mineral exploration, geological survey and mapping, mines safety, explosives policy, and petroleum exploration and mining. Bodies include the Minerals Regulation Commission, ZCCM Investments Holdings, Zambia Gold, Maamba Collieries, the Zambia Minerals Investment Corporation and the National Petroleum Company.



Grow Zambia link

Copper Electricity

The copper target is the hardest of the eight. Output was about 890,000 tonnes in 2025, so 3 million tonnes is more than three times that. Maamba Collieries also places coal power, and part of the 10,000 MW target, inside this portfolio.



What to watch

Petroleum exploration and the National Petroleum Company stay here, while the new Ministry of Petroleum takes pipelines, refining, storage and pricing. That reads as an upstream and downstream split, but the motion does not say so. The Environmental Protection Fund is listed under both this ministry and Green Economy.



In everyday terms

For a young welder in Solwezi or Chingola, more copper means more contract work. For mining towns it also means pressure on water, roads and clinics, which other ministries must plan for.



Ministry of Electricity

NEW PORTFOLIO | from the Ministry of Energy | 4 subjects | 4 institutions



What it holds

Electricity, electricity policy, nuclear energy, and renewable and non-renewable energy sources. Its bodies are ZESCO, the Rural Electrification Authority, the Zambezi River Authority and the Office for Promoting Private Power Investment.

 Grow Zambia link	 Electricity  Copper This ministry exists for one number: 10,000 MW. Installed capacity was about 3,986 MW in mid-2025, so the target is two and a half times today. Copper depends on it too; the President has linked 3 million tonnes of copper to roughly 8,000 MW of reliable supply.
 What to watch	Power now has one minister to answer for load-shedding and new capacity. Nuclear energy is listed here, while nuclear policy and the Radiation Protection Authority sit with Technology and Science.
 In everyday terms	<i>A barber in Kanyama or a welder in Kitwe measures this ministry in hours of power a day. The load-shedding of 2024 raised costs for small businesses across the country.</i>



Ministry of Petroleum

NEW PORTFOLIO | from the Ministry of Energy | 5 subjects | 4 institutions

 What it holds	Petroleum policy, oil and gas pipelines, oil refineries, and petroleum storage and pricing. Its bodies are the Energy Regulation Board, Indeni Energy Company, Tanzania Zambia Mafuta Company and TAZAMA Petroleum Product Company.
 Grow Zambia link	 Copper  Maize  Beef exports Diesel moves copper, maize and cattle. A dedicated ministry puts fuel supply security and pricing under one minister, which matters for every target that runs on trucks, tractors and generators.
 What to watch	The Energy Regulation Board is listed here, yet it also regulates electricity. Its reporting line across two energy ministries needs settling so that regulation stays consistent and independent.
 In everyday terms	<i>Changes in the pump price show up within days in minibus fares and in the cost of a loaf of bread.</i>



Ministry of Tourism

CONTINUING | 12 subjects | 5 institutions

 What it holds	Tourism policy and promotion, national parks and wildlife, accommodation establishments, travel agencies, casinos, museums and tourism training. Bodies include the Zambia Tourism Agency and the Zambia Institute for Tourism and Hospitality Studies.
 Grow Zambia link	 Tourists The goal is 5 million arrivals a year by 2031, against about 2.3 million in 2025. That means more than doubling visitor numbers. Air access, visas, heritage and wildlife protection all feed the figure.
 What to watch	Many levers sit elsewhere: airports and Zambia Airways under Transport and Logistics, immigration under Home Affairs, heritage and ceremonies under Culture and Arts. Museums are listed here, while the National Museum Board sits with Culture and Arts.
 In everyday terms	<i>A curio seller at the Victoria Falls, a lodge cook in Mfuwe and a paddler at the Kuomboka all depend on visitors who come back and tell their friends.</i>

6.3 MARKETS AND VALUE ADDITION

Producing more is half the story. These three ministries decide whether the extra output is sold well and processed at home.



Ministry of Trade and Exports

NEW PORTFOLIO | from the Ministry of Commerce, Trade and Industry | 8 subjects | 6 institutions

What it holds	Trade and export policy and promotion, business names and registration, companies, competition and consumer protection, e-commerce, and weights and measures. Bodies include PACRA, the Competition and Consumer Protection Commission, the Zambia Compulsory Standards Agency and the Business Regulatory Review Agency.
Grow Zambia link	Beef exports Sugar Soya Copper The gains from the agenda arrive as export earnings. Beef, sugar, soya and copper all need markets, standards and trade agreements. Putting exports in the ministry's name tells its officials where to spend their effort.
What to watch	The Zambia Metrology Agency is listed under both this ministry and Industry. The Zambia Development Agency, which promotes trade as well as investment, is placed under Industry.
In everyday terms	<i>A woman exporting honey from Mwinilunga needs quick registration, a recognised standard and a buyer across the border. This ministry owns those steps.</i>



Ministry of Industry

NEW PORTFOLIO | from the Ministry of Commerce, Trade and Industry | 9 subjects | 3 institutions

What it holds	Industrialisation policy, investment policy, special economic zones, intellectual property and copyright, privatisation policy, and standards and quality assurance. Its bodies are the Zambia Bureau of Standards, the Zambia Development Agency and the Zambia Metrology Agency.
Grow Zambia link	Copper Sugar Beef exports Soya The targets count raw output. This ministry is about what happens next: copper cathode into wire, soya into feed and cooking oil, cane into sugar, cattle into processed beef. Special economic zones are its main tool.
What to watch	With three bodies, it is a lean ministry. Its results will depend on how fast investment approvals move through Lands, Electricity and the Zambia Revenue Authority.
In everyday terms	<i>Factory and processing jobs are the formal, paid work that many young graduates in Kabwe and Ndola are looking for.</i>



Ministry of Small and Medium Enterprise Development

CONTINUING | 6 subjects | 2 institutions

What it holds	Small and medium enterprise policy, cooperatives development, empowerment policy and industrial yards. Its bodies are the Citizen Economic Empowerment Commission and the Cooperatives College.
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 Grow Zambia link	 Maize  Soya  Beef exports Smallholders, cooperatives and small processors produce much of Zambia's maize, soya and cattle. Empowerment finance through CEEC can help them grow into steady suppliers for larger buyers.
 What to watch	Empowerment loans work best when tied to buyers and markets. Coordination with Agriculture, Fisheries and Livestock and Trade and Exports will decide whether loans become lasting businesses.
 In everyday terms	<i>For a women's cooperative milling maize in Mumbwa, a CEEC loan and a space in an industrial yard could mean moving from the backyard to a registered business.</i>

6.4 THE ENABLERS

None of these ministries owns a target outright, yet every target runs through them: money, roads, land, water, skills, law and jobs.



Ministry of Finance and National Planning

CONTINUING | 35 subjects | 27 institutions

 What it holds	The national budget, development planning, public debt, revenue policy, public procurement, public private partnership policy, pensions and statistics. Its 27 bodies include the Bank of Zambia, ZRA, ZPPA, the PPP Office, the Pensions and Insurance Authority, ZamStats and ZIPAR.
 Grow Zambia link	 Financing for all eight The President told Parliament the agenda would be financed through public private partnerships, joint ventures, bonds and capital market instruments. Those tools sit here. So does the fiscal path in the October 2026 IMF staff-level agreement, which raises the primary surplus to 3 percent of GDP by 2029.
 What to watch	Ambition and fiscal discipline have to live together. Every new ministry needs a budget head, staff and offices, and those costs must fit inside the IMF path.
 In everyday terms	<i>If growth widens the formal economy, the tax burden spreads. If it does not, the load stays on people who already pay PAYE.</i>



Ministry of Transport and Logistics

CONTINUING | 16 subjects | 9 institutions

 What it holds	Airports and aviation, railways, road transport and traffic policy, transport corridors, government fleet management and government printing. Bodies include Zambia Airways, Zambia Airports Corporation, TAZARA, Zambia Railways, RTSA and Mpulungu Harbour Corporation.
 Grow Zambia link	 Copper  Tourists  Maize  Beef exports Copper and grain move by rail and road; tourists arrive by air. Three million tonnes of copper a year will not leave the country on today's corridors. This ministry carries the logistics side of almost every target.

 What to watch	Road construction sits with the Road Development Agency under Infrastructure, while road transport policy sits here. Corridor planning needs both at the same table.
 In everyday terms	<i>A trucker at Kasumbalesa wants fewer days in the border queue. A family wants a fair airfare to Livingstone.</i>



Ministry of Infrastructure and Urban Development

RESHAPED | from the Ministry of Infrastructure, Housing and Urban Development | 11 subjects | 4 institutions

 What it holds	Public infrastructure development and policy, building and construction industry policy, public asset management, urban development, and the valuation and insurance of government property. Bodies are the Road Development Agency, the National Council for Construction, the National Construction School and the Kazungula Bridge Authority.
 Grow Zambia link	 Copper  Tourists  Maize Roads, bridges and public buildings are the physical base for production. The RDA's trunk and rural roads decide whether a harvest reaches a depot and whether a lodge reaches its guests.
 What to watch	Feeder and township roads are listed under Local Government, while the RDA sits here. A clear rule on who builds and maintains which road will save money and arguments.
 In everyday terms	<i>A feeder road that does not wash away in January decides whether a farmer in Luapula sells his maize or watches it spoil.</i>



Ministry of Housing

NEW PORTFOLIO | from the Ministry of Infrastructure, Housing and Urban Development | 6 subjects | 1 institution

 What it holds	National and government housing policy, housing finance, housing architecture, public housing development and the control of unauthorised settlements. Its one body is the National Housing Authority.
 Grow Zambia link	 Indirect: workers and growing towns Housing is not one of the eight numbers, but growth draws people to mining towns, farm blocks and cities. Workers need somewhere decent to live, and housing construction itself creates local jobs.
 What to watch	With one statutory body, this ministry will depend on councils, banks and pension funds to build at scale. Its running cost should be weighed against the volume of housing it unlocks.
 In everyday terms	<i>For a young teacher posted to Solwezi, decent rent near the school matters almost as much as the salary.</i>



Ministry of Lands

RESHAPED | from the Ministry of Lands and Natural Resources | 6 subjects | 5 institutions

 What it holds	Land administration and policy, surveys and mapping, beaconing, registration of lands and deeds, and control of unauthorised land use. Bodies include the Lands Commission, the Lands Tribunal, the Agricultural Lands Board and the Survey Control Board.
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 Grow Zambia link	 Maize  Soya  Wheat  Sugar  Beef exports  Copper Most targets need land with secure title: farm blocks for grain and cane, ranches for cattle, surface rights for mines. Natural resources policy now appears under Green Economy, which leaves this ministry to concentrate on tenure and registration.
 What to watch	Investor confidence rests on clean, quick titles. Delays here slow approvals in Industry, Agriculture and Mines.
 In everyday terms	<i>A title deed lets a farming family borrow against their land and pass it on without a dispute.</i>



Ministry of Water Development and Sanitation

CONTINUING | 3 subjects | 3 institutions

 What it holds	Water policy, water resources management and development, and water supply and sanitation. Its bodies are NWASCO, the Water Resources Management Authority and the water utility and sanitation companies.
 Grow Zambia link	 Wheat  Sugar  Electricity  Copper Water runs through four targets: irrigation for wheat and sugar, hydro for power, and process water for mines. WARMA allocates it among competing users.
 What to watch	With irrigation under Agriculture and hydro under Electricity, WARMA's allocation decisions will carry more weight. A changing climate makes that role harder.
 In everyday terms	<i>For a mother in Chawama, the measure is clean water from the tap rather than a long queue at a borehole.</i>



Ministry of Green Economy and Environment

CONTINUING | 14 subjects | 4 institutions

 What it holds	Climate change and carbon credit policy, environmental protection, forestry, biodiversity, biosafety, meteorological services, pollution control and natural resources policy. Bodies include ZEMA, the National Biosafety Authority, the Environmental Protection Fund and the Zambia Forestry College.
 Grow Zambia link	 Copper  Electricity  Maize  Sugar Every target leaves a footprint. ZEMA approvals sit on the path of every new mine, dam and farm block. Carbon credit policy could also become a source of finance for forests and renewable power.
 What to watch	Faster approvals and stronger oversight have to rise together. The Environmental Protection Fund is listed under both this ministry and Mines.
 In everyday terms	<i>A reliable weather forecast from the Meteorological Department helps a farmer decide when to plant.</i>



Ministry of Technology and Science

CONTINUING | 9 subjects | 14 institutions

What it holds	Science, technology and innovation, artificial intelligence policy, cyber policy, data protection, telecommunications, nuclear and postal policy. Bodies include NISIR, the National Remote Sensing Centre, Zambia Telecommunications Company, Infratel, Postal Services Corporation and the Radiation Protection Authority.
Grow Zambia link	Maize Copper Beef exports Research and data make the targets measurable. Remote sensing can track crop area and mining activity, NISIR research supports seed, feed and processing, and digital traceability supports beef exports.
What to watch	Digital responsibilities are split with the Office of the President, which holds ICT policy, electronic government and ZICTA. Artificial intelligence policy now appears as a named subject.
In everyday terms	<i>Cheaper data and a steady mobile signal let a farmer check prices and receive payment by mobile money.</i>



Ministry of Skills and Higher Education

NEW PORTFOLIO | from the Ministry of Education | 12 subjects | 19 institutions

What it holds	Higher education policy and standards, loans and scholarships, technical education, vocational and entrepreneurship training, apprenticeships and skills development policy. Its 19 bodies include UNZA, Copperbelt University, Mulungushi and the other public universities, the Higher Education Authority, the Loans and Scholarships Board and TEVETA.
Grow Zambia link	Skills for all eight The agenda needs engineers, geologists, agronomists, veterinarians, electricians and hospitality staff. A ministry focused on skills can match training places to the targets rather than to habit.
What to watch	Zambia University College of Technology is listed under both this ministry and Education. Funding for loans and scholarships will be tested as enrolment grows.
In everyday terms	<i>A school leaver in Mongu wants a place at a trades college and a job waiting at the end of it.</i>



Ministry of Labour and Social Security

CONTINUING | 11 subjects | 5 institutions

What it holds	Labour and employment policy, industrial and labour relations, occupational health and safety, productivity and social security policy. Bodies include NAPSA, the Workers' Compensation Fund Control Board, the Occupational Health and Safety Institute and the KAIZEN Institute.
Grow Zambia link	Jobs test for all eight Jobs are the test the President has set for the agenda. This ministry measures whether growth becomes decent, formal employment and whether workers in mines and on farms are safe.
What to watch	Job figures should be reported by sector and by type, formal or informal, so the agenda's promise on employment can be checked.

**In everyday terms***A seasonal worker on a sugar estate wants a contract, NAPSA contributions and a safe place to work.*

Ministry of Justice

CONTINUING | 19 subjects | 7 institutions

**What it holds**

Legal advice and policy, law revision and reform, litigation, prosecution, legal aid, arbitration, corporate governance, agreements and the domestication of treaties. Bodies include the National Prosecutions Authority, the Legal Aid Board and the Zambia Law Development Commission.

**Grow Zambia link****Copper** **Electricity** *Contracts behind all eight*

Investors in mines, power plants and farm blocks need contracts that hold and disputes that end. Agreements, arbitration and corporate governance all sit here.

**What to watch**

New ministries need legal instruments before they can operate. Drafting capacity will be tested by the realignment itself.

**In everyday terms***Legal aid decides whether a poor family can defend its claim to a piece of land.*

6.5 PEOPLE AND COMMUNITIES

The agenda promises growth that reaches every household. These ministries are where most citizens will judge that promise.



Ministry of Education

RESHAPED | higher education moves out | 15 subjects | 10 institutions

**What it holds**

Early childhood, primary and secondary education, curriculum development, teacher education, special education, school health and nutrition, library services and electronic learning. Bodies include the Examinations Council of Zambia, the Teaching Council and ZAQA.

**Grow Zambia link****Long-term: tomorrow's workforce**

Schools are the long game. Free education brought about 2.6 million more children into school during the first term, and their skills will carry the targets beyond 2031.

**What to watch**

With higher education gone, the ministry can concentrate on schools. The risk is a gap between the school curriculum and the programmes of the new skills ministry.

**In everyday terms***A Grade 7 pupil in Kalabo needs a teacher in front of the class, a desk and books.*

Ministry of Health

CONTINUING | 11 subjects | 20 institutions

**What it holds**

Health policy, public health, clinical care and diagnostics, pharmaceutical services, laboratories and mental health policy. Its 20 bodies include ZAMMSA, ZAMRA, the Zambia National Public Health Institute, NHIMA, the National Food Laboratory and the professional councils.

 Grow Zambia link	 Beef exports  Sugar <i>Healthy workers; food safety</i> A productive workforce is a healthy one. The National Food Laboratory and food safety controls also support food exports. New mines and farm blocks will need clinics in places that have few today.
 What to watch	Nutrition is split across three portfolios, and health spending must compete with the investment drive inside a tight fiscal path.
 In everyday terms	<i>Medicines on the shelf at the rural health post is the test most families apply.</i>



Ministry of Community Development and Social Services

CONTINUING | 20 subjects | 9 institutions

 What it holds	Social protection and welfare policy, child development and welfare, disability affairs, probation services, NGO policy and food programme management. Bodies include the Zambia Agency for Persons with Disabilities and the NGO Registration Board.
 Grow Zambia link	 Inclusion: growth for every household Social cash transfers protect the people markets reach last. The bridge to the agenda is graduation: helping households move from support into production.
 What to watch	During debate on the President's address, one Member called for ZAPD to move to the Office of the Vice President; the motion keeps it here. Juvenile correctional services appear here and under Home Affairs.
 In everyday terms	<i>For a woman with a disability in Kasama, the right support can decide whether she starts a small business or stays dependent.</i>



Ministry of Local Government and Rural Development

CONTINUING | 22 subjects | 8 institutions

 What it holds	Local government policy, the Constituency Development Fund, rural development, chiefs' affairs, feeder and township roads, markets and bus stations, urban and regional planning and solid waste. Bodies include the House of Chiefs and the Chalimbana Local Government Training Institute.
 Grow Zambia link	 Maize  Tourists The CDF is the agenda's most direct local delivery tool. Councils plan the land, markets and feeder roads that farmers and traders use every day.
 What to watch	Registration of marriages is listed here and under Home Affairs. Feeder roads overlap with the RDA.
 In everyday terms	<i>A CDF bursary, a market shelter or a borehole is how many citizens feel government in their own ward.</i>



Ministry of Youth and Sport

RESHAPED | from the Ministry of Youth, Sport and Arts | 10 subjects | 4 institutions

What it holds	Youth policy, youth entrepreneurship and skills development, sports development and national stadia. Bodies include the National Sports Council, the National Youth Development Council and the National Olympic Committee.
Grow Zambia link	Jobs for young people Most Zambians are young, so the jobs test of the agenda is mostly a youth test. Youth resource centres and entrepreneurship programmes can feed young people into farming, processing and services.
What to watch	Appendix I names it the Ministry of Youth and Sports; Appendix II uses Youth and Sport. The Gazette should settle one name.
In everyday terms	<i>A young person in Matero wants a skill, start-up capital and a decent pitch for Saturday football.</i>



Ministry of Culture and Arts

NEW PORTFOLIO | from the Ministry of Youth, Sport and Arts | 16 subjects | 4 institutions

What it holds	Culture and arts policy, creative industries, film policy and censorship, national heritage, traditional ceremonies, crafts, folklore, indigenous knowledge and visual and performing arts. Bodies are the National Arts Council, the National Heritage Conservation Commission, the Film Censorship Board and the National Museum Board.
Grow Zambia link	Tourists Heritage sites, traditional ceremonies and creative work are tourism products. The Kuomboka, the Nc'wala and the Ukusefya Pa Ng'wena already draw visitors, and the creative industries can earn in their own right.
What to watch	Museums and casinos remain under Tourism, while the National Museum Board is here. A shared heritage tourism plan would help.
In everyday terms	<i>A musician in Lusaka or a basket weaver in Kaoma gains if creative work is treated as an industry with rights that are protected.</i>



Ministry of Information and Media

CONTINUING | 4 subjects | 7 institutions

What it holds	Government communication, broadcasting and television services, information services and media policy. Bodies include ZNBC, the Independent Broadcasting Authority, Times of Zambia, Zambia Daily Mail and ZAMCOM Education Trust.
Grow Zambia link	Public reporting on all eight An agenda built on eight numbers invites a public scorecard. Government communication can turn the targets into progress reports that citizens follow season by season.
What to watch	Reports will be trusted only if they show setbacks as well as gains.

**In everyday terms***Most people in rural areas will hear about the agenda on community radio, not in press releases.*

6.6 SECURITY AND EXTERNAL RELATIONS

Peace, order and partnerships abroad are preconditions for investment. These three ministries guard them.

Ministry of Defence

CONTINUING | 6 subjects | 6 institutions

**What it holds**

The Zambia Defence Force, national defence policy, Home Guards, the Combined Cadet Force, chaplaincy services and war graves. Bodies include Maina Soko and Northern Command military hospitals, the Defence Services Command and Staff College, Eagles Holdings and ZAMCAPITOL Enterprises.

**Grow Zambia link****Security for investment**

Secure borders and a stable country are what investors price first. Defence enterprises such as Eagles Holdings and ZAMCAPITOL also give the ministry a commercial arm.

**What to watch**

Commercial defence entities should report on the same terms as other state-owned enterprises.

**In everyday terms***Peace is easy to take for granted. Farmers along the borders feel its value most.*

Ministry of Home Affairs and Internal Security

CONTINUING | 20 subjects | 8 institutions

**What it holds**

Law and order, immigration and migration, passports and national registration, citizenship, refugees, anti-terrorism, money laundering and correctional services. Bodies include the Zambia Police Service, the Drug Enforcement Commission, the Zambia Correctional Service and the National Forensic Authority.

**Grow Zambia link****Tourists**

Visas and border processing shape the tourism target directly. Action on money laundering protects the financial system that will fund much of the agenda.

**What to watch**

Juvenile correctional institutions and marriage registration overlap with other portfolios.

**In everyday terms***A national registration card issued in days rather than months opens a bank account, a job and a vote.*

Ministry of Foreign Affairs and International Cooperation

CONTINUING | 9 subjects | 2 institutions

**What it holds**

Foreign policy, international and regional cooperation, missions abroad, diaspora policy, treaties and foreign service training. Its bodies are the Zambia Institute of Diplomacy and International Studies and the Zambia Anti-Personnel Mines Action Centre.

 Grow Zambia link	 Copper  Beef exports  Tourists  Sugar The President has said economic diplomacy will sustain the agenda. Missions abroad can act as sales offices for copper, beef, sugar and tourism, and as doors for investors.
 What to watch	Economic diplomacy becomes real when each mission has export and investment targets of its own.
 In everyday terms	<i>Zambians in the diaspora send money home and invest. A clear diaspora policy makes that easier.</i>



7 Drafting points for the debate

A schedule of 32 portfolios and about 250 bodies will always carry some loose ends. The ones below are worth settling before the Gazette, because a body with two parents often ends up with none.

Item	Where it appears	Suggested fix
Ministry name	Appendix I: Youth and Sports. Appendix II: Youth and Sport.	Settle one name in the Gazette.
Zambia Metrology Agency	Listed under Trade and Exports and under Industry.	Assign one parent ministry.
Environmental Protection Fund	Listed under Mines and under Green Economy.	Assign one parent; the other consults.
Zambia University College of Technology	Listed under Education and under Skills and Higher Education.	Place with Skills and Higher Education.
Marriage registration	Home Affairs (Marriage Registration) and Local Government (Registration of Marriages).	Clarify civil and customary roles.
Juvenile correction	Home Affairs (institutions) and Community Development (services).	Define custody against welfare roles.
Petroleum	Mines keeps petroleum exploration and the National Petroleum Company; Petroleum takes pipelines, refining, storage and pricing.	State the upstream and downstream split.
Nuclear	Electricity (nuclear energy) and Technology and Science (nuclear policy, Radiation Protection Authority).	Name the lead for the nuclear programme.
Digital	Office of the President (ICT policy, e-government, ZICTA) and Technology and Science (telecoms, cyber, data protection).	One digital strategy, one owner.
Museums	Tourism (museums) and Culture and Arts (National Museum Board).	Joint heritage tourism plan.
Nutrition	Vice President (policy), Health (nutrition security), Agriculture (food security).	Single coordination mechanism.
Roads	Local Government (feeder and township roads) and Infrastructure (Road Development Agency).	Publish a road classification rule.

Item	Where it appears	Suggested fix
Energy Regulation Board	Placed under Petroleum but also regulates electricity.	Clarify reporting to both ministries.
Gemfield PLC	Listed among statutory bodies under Mines, though it is a company.	State the intended State interest.



8 What it means for public pay

My day job is public sector pay, so I read every restructuring with one question in mind: what does it add to the establishment and the wage bill? The motion does not include a cost estimate, and I do not offer one here without the data. What can be said is where the costs will arise.

Where the costs arise

- **Political offices.** Five additional ministries imply five additional Cabinet portfolios, with the emoluments, offices and support that come with them.
- **Senior administrative posts.** Each new ministry will need a Permanent Secretary, a controlling officer and a budget head, along with directors for human resources, finance, planning and procurement.
- **Accommodation and transport.** Offices, vehicles and equipment for new headquarters, unless existing space is shared.
- **Transition.** Moving staff, records, budgets and statutory bodies between votes takes time and money, and can slow service delivery in the first year.

Keeping the cost down

- Move departments across with their existing staff and posts rather than creating parallel establishments.
- Let each split pair share corporate services for the first two years: Electricity and Petroleum; Trade and Exports and Industry; Education and Skills and Higher Education; Infrastructure and Urban Development and Housing; Youth and Sport and Culture and Arts.
- Publish a transition costing alongside the 2027 budget so that the House can weigh it against the IMF fiscal path.
- Tie performance contracts for ministers and Permanent Secretaries to the targets their ministries carry.



Two views worth hearing

The case for: State House presents the realignment as an efficiency measure. Supporters argue that a minister with a narrow, measurable mandate, such as 10,000 MW, is easier to hold to account than one with a broad portfolio.

The case against: Opposition Members are expected to question the cost of new ministries. Critics also argue that more ministries can mean more coordination problems, not fewer.

A published transition cost and a delivery scorecard would let both claims be tested against evidence.

Pay policy, the Emoluments Commission and the Civil Service Commission all remain under the Office of the President. That keeps the institutions that will advise on the new establishment at the centre of Government.



9 Five signals to watch

The realignment will be judged by results, not by the organisation chart. These are the signals I will be watching over the next twelve months.



1

Clean mandates in the Gazette

The duplicated allocations in Section 7 resolved, with one parent ministry for every statutory body.



2

A published transition cost

The cost of the five new ministries shown in the 2027 Budget, with savings from shared services.



3

One lead per target

A named lead ministry and Permanent Secretary for each of the eight targets, with joint delivery committees.



4

An annual public scorecard

Progress on all eight numbers reported each year against the starting points in Section 3.



5

Jobs counted properly

Employment created under the agenda reported by sector and by type, formal or informal.

Zambia has reorganised its ministries at the start of almost every new term. What would be different this time is a structure built around numbers that anyone can check. If the eight targets are reported honestly each year, citizens will not need to take anyone's word for whether the new ministries are working.

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10 About the analyst



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Lubinda Sinyani is a Zambian economist who has spent his working life making public institutions easier to understand.

He went to school at Chongwe High School and then travelled to Russia to study Economics and Law, completing a five-year Specialist Degree at the Moscow Region State Institute of Humanities and Social Studies in 2006. The Zambia Qualifications Authority recognises it at Level 9 as a master's degree. He came home speaking Russian and with a habit of reading every set of numbers for the story behind it.

He then spent nearly fifteen years at the Office of the Auditor General. He started as an auditor in the defence and security sector, moved into research and planning, and also served as the Office's Public Relations and Protocol Officer. The work he is proudest of from those years is turning the Auditor General's reports into short, plain summaries that citizens could read and use. He also led the Office's self-assessment under the SAI Performance Measurement Framework.

In January 2026 he joined the Emoluments Commission, where he now works as Principal Research Officer, researching public sector pay. He sits on the Board Technical Committee for Corruption Prevention, Public Education and Corporate Communication at the Anti-Corruption Commission, serves as Treasurer of the Library Development Foundation, and is a member of the Economics Association of Zambia, where he was Vice Chairperson of the National Economic Summit from 2019 to 2021.

Outside the office he writes about the economy through The Zambian Economist and mentors young researchers. He believes most Zambians would take a far closer interest in public policy if it were explained to them in plain language, and this paper is written in that spirit.



Disclaimer: The views in this paper are the author's own. They do not represent the position of the Emoluments Commission, the Anti-Corruption Commission or any other institution he serves. The analysis is based on the Notice of Motion as published and on public sources available on 26 October 2026.