



UNITED NATIONS
ZAMBIA



MID-TERM REVIEW OF THE ZAMBIA-UNITED NATIONS SUSTAINABLE DEVELOPMENT PARTNERSHIP FRAMEWORK 2016-2021

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ACRONYMS



ACRWC African Charter on the Rights and Welfare of the Child

ADR Adverse Drug Reaction



ART Antiretroviral Therapy

7NDP Seventh National Development Plan



CA Country Analysis

CAG(s) Cluster Advisory Group(s)

CBD Community Based Development



CEDAW Convention on the Elimination of all forms of Discrimination against Women

CJF Child Justice Forum

COR Commissioner of Refugees



CSE Comprehensive Sexuality Education

CSEN Children with Special Educational Needs



CSO Central Statistical Office

CSOs Civil Society Organisations

DaO Delivering as One



DDCC(s) District Development Coordination Committees

DHS Demographic Health Survey



DJO District Joint Operation

DJOC District Joint Operations Committee

DMIS Developmental Model of Intercultural Sensitivity



DNRPC Department of National Registration, Passport and Citizenship

ECD Early Childhood Development



ECE Early Childhood Education

EMIS Education Management Information System

EPI Expanded Programme on Immunisation



FAO Food and Agriculture Organisation

FGDs Focus Group Discussions

FNDP Fifth National Development Plan



GDP Gross Domestic Product

GoZ Government of Zambia



DRID3 Geo-Referenced Infrastructure and Demographic Data for Development

GRZ Government of the Republic of Zambia



HIV/AIDS Human Immune Virus/ Acquired Immune Deficiency Syndrome

HIV DR HIV Drug Resistance



ICCM Integrated Community Case Management

ICCS Inter-Ministerial Climate Change Secretariat

ICGLR International Conference on the Great Lakes Region



IMIC Impact Childhood Illness

IFAD International Fund for Agriculture Development



IFFSPP	Integrated Framework for Social Protection Programmes
ILO	International Labour Organisation
IOM	International Organisation for Migration
KRA	Key Result Area
MCDSW	Ministry of Community Development and Social Welfare
MDGs	Millennium Development Goals
MMMD	Ministry of Mines and Mineral Development
MNDP	Ministry of National Development Planning
MWED	Ministry of Energy and Water Development
M & E	Monitoring and Evaluation
MOCTA	Ministry of Chiefs and Traditional Affairs
MoH	Ministry of Health
MoL	Ministry of Labour
MTEF	Mid-Term Expenditure Framework
MTR	Mid-Term Review
NASF	National AIDS Strategic Framework
NCDs	Non-Communicable Diseases
NDCC	National Development Coordinating Committee
NDP(s)	National Development Plan(s)
NPA	National Plan of Action
OCED	Organisation for Economic Co-operation and Development
OMT	Operational Management Team
OOSC	Out of School Children
PAN	Paralegal Alliance Network
PAT	Programme Advisory Team
PCPNC	Pregnancy, Childhood, Postpartum and New-born Care
PDCCs	Provincial Development Coordinating Committees
PDR	Pre-treatment Drug Resistance
PF	Partnership Framework
PLHIV	People Living with HIV
PMT	Programme Management Team
PPP(s)	Private Public Partnership(s)
QASCI	Qualitative Analysis of Status of Current Initiatives
RC	Resident Coordinator
RIA	Rapid Integrated Assessment
RMNCAH	Reproductive, Maternal, New-born, Child and Adolescents Health
RSNDP	Revised Sixth National Development Plan
SDC	Swiss Agency for Development and Cooperation
SCT	Social Cash Transfer
SDGs	Sustainable Development Goals
SNDP	Sixth National Development Plan

	SMAGs	Safe Motherhood Acton Groups
	SOP	Standard Operation Procedure
	SRH & R	Sexual Reproductive Health and Rights
	TDP	Transitional Development Plan
	TEVETA	Technical Education, Vocation and Entrepreneurship Training Authority
	ToC	Theory of Change
	TOTs	Trainers of Trainers
	TV	Television
	TWGs	Technical Working group
	UN	United Nations
	UNAIDS	Joint United Nations Programme on HIV and AIDS
	UNCDF	United Nations Capital Development Fund
	UNCG	United Nations Communications Group
	UNCT	United Nations Country Team
	UNDAF	United Nations Development Assistance Framework
	UNDG	United Nations Development Group
	UNDP	United Nations Development Programme
	UNECA	United Nations Economic Commission in Africa
	UNEG	United Nations Evaluation Group
	UNEP	United Nations Environment Programme
	UNESCO	United Nations Educational, Scientific and Cultural Organisation
	UNFPA	United Nations Population Fund
	UNHCR	United Nations High Commissioner for Refugees
	UNICEF	United Nations Children's Fund
	UNIDO	United Nations Industrial Development Organisation
	UNJP	United Nations Joint Programme
	UNJPSP	United Nations Joint Programme on Social Protection
	UNODC	United Nations Office on Drugs and Crime
	UNOPS	United Nations Office for Project Services
	UNW	United Nations Women
	UNYPP-Z	United Nations Youth Partnership Platform – Zambia
	UPR	Universal Periodic Review
	WLDC	Ward Level Development Committees
	WFP	World Food Programme
	WHO	World Health Organisation
	ZAPD	Zambia Agency for Persons with Disabilities
	ZDHS	Zambia Demographic Health Survey
	ZHSS	Zambia Health Systems Strengthening
	ZHSSP	Zambia Health Systems Strengthening Programme
	ZLDC	Zambia Law Development Commission
	ZNBS	Zambia National Broadcasting Corporation

EXECUTIVE SUMMARY

INTRODUCTION

The Government of the Republic of Zambia and the United Nations Country Team (UNCT) in Zambia commissioned a mid-term review (MTR) of the Zambia-United Nations Sustainable Development Partnership Framework (2016-2021) (hereafter referred to as the Partnership Framework) as indicated in the Partnership Framework Monitoring and Evaluation Plan. The purpose of the MTR was to assess the achievement and progress made against planned results and in particular to make proposals for any realignments of the Partnership Framework structures as against the structures of the Seventh National Development (7NDP) as established in 2018. The specific objectives of the MTR were to: (i) assess the effectiveness and efficiency of the Partnership Framework's coordination and management structures; (ii) ascertain the Partnership Framework's effectiveness and progress made towards outcomes, as well as identify and articulate factors explaining the progress; (iii) assess the relevance and strategic alignment of the Partnership Framework and its coordination structures to the 7NDP; and (iv) document best practices, lessons learnt and make recommendations with respect to the above objectives.

A team of independent consultants, comprising an international consultant as team leader and a national consultant undertook the MTR over a period of 60 working days between November and December 2018.

SUMMARY OF KEY FINDINGS

Relevance and Alignment of the Partnership Framework: To a very large extent, the Partnership Framework is relevant to the national development priorities for the GRZ. The three areas of focus: i) Inclusive Social Development; ii) Environmentally Sustainable Economic Development; and ii) Inclusive Development and Governance and Participation, were informed by the Common Country Assessment of 2015, the independent evaluation of the 2011-2015 UNDAF, the 2014 UNDP Human Development Report and the new Sustainable Development Goals (SDGs). The Partnership Framework and the 7th National Development Plan were both developed on the basis of a common approach to the new Sustainable Development Goals and Agenda 2030, developed jointly by GRZ and UN counterparts, building on the GRZ's lead role in the development of the SDGs through the Open Working Group. Both Government and UNCT took a joint decision at their Strategic Prioritisation Retreat in 2015 to go ahead with a new UNDAF when the existing one expired in 2015, even though this meant the new UNDAF - the Partnership Framework - would come into effect ahead of the development of the 7NDP. The reasons for this arose partly from the results of the independent evaluation of the 2011-2015 UNDAF but mostly because the new SDGs presented an opportunity to develop a new integrated way of working. 2016, the first year of the Partnership Framework, was seen as a transition year in which government and UN counterparts could explore through the Partnership Framework how an integrated way of working could be developed to respond to the complexities of the SDG agenda, while the country also undertook general elections. Following the elections, in 2017 GRZ officials articulated the 7NDP, Part 1, as the vision for implementing the SDGs and, with support from the UN in Zambia, developed that into Part

2, the Implementation Plan. The overall design and structure of the 7NDP and the Partnership Framework mirror each other very closely. It was nonetheless understood at the outset and reflected in the drafting of the Partnership Framework, that once the 7NDP structures were established, there would be a need to update the Partnership Framework structures and processes to ensure that they were fully aligned with the 7NDP processes and structures, hence the requirement written into the Partnership Framework for a Mid - Term Review by 2018.

Coordination and Management Structure for the Partnership Framework: The MTR noted the existence of coordination structures to support the effective delivery of the Partnership Framework: the GRZ-UN Partnership Committee; the Pillar Group Modality; and the Result Groups.

GRZ-UN Partnership Committee: This is the apex coordination structure for the Partnership Framework with joint leadership from GRZ, led by the Ministry of National Development Planning (MNDP) and the UN, led by the RC. Its formal establishment has been held up by the long process to design and implement the 7NDP coordination structures and it is expected to be formally established in 2019. The whole governance structures will connect across to the 7NDP structures at all levels. In the meantime, coordination has been carried out via the Results Groups connecting across to the 7NDP Technical Working Group and Cluster Advisory Group structures, and by joint GRZ-UN evaluations on projects and programmes.

The 7NDP Coordination Structures: The National Development Coordination Committee (NDCC) is the highest structure, chaired by the Secretary to the Cabinet. The RC sits on the NDCC. It is responsible for providing general oversight and guidance on the implementation of the 7NDP. At mid-term, the composition of the

structure included the GRZ line ministries, the UN, cooperating partners and other stakeholders. Cluster Advisory Groups (CAGs) are the second highest structure and they report to the NDCC. Technical Working Groups (TWGs) report to the CAGs. CAGs are led by Permanent Secretaries from a Ministry, appointed by the President. In terms of vertical coordination, Clusters have been established at sub-national levels (Provinces, Districts and Wards). At the political level, Ministers report quarterly to the President in their Cluster formations.

Effectiveness and Efficiency of Coordination noted between the UN and GRZ 7NDP programme structures:

The MTR found that the UN participated in the NDCC, CAGs and TWG, though mainly as individual UN Agencies. The UN has also contributed to the effective implementation of the 7NDP through: i) enhancing policy frameworks in areas where the UN has comparative advantage; ii) generation of important data and information for planning; and iii) building capacity of GRZ staff and systems. At mid-term, the UN was working with the GRZ (MNDP) to develop a concept note on strengthening the effectiveness of the 7NDP lower level structures (District Development Coordinating Committees, DDCCs, and Ward Development Coordinating Committees, WDCs).

Noted challenges and Way Forward: The MTR noted that the 7NDP coordination structures were only established in 2018, mid-way into the implementation of the Partnership Framework because of the long-time it took for the newly created coordinating ministry (MNDP) to become a functional independent Ministry. Because of these delays, the MTR found limited coordination capacity in MNDP which restricted the extent of the UN participation in the 7NDP processes. For instance, it was noted that participation of the UN agencies in the 7NDP during the first half of the 7NDP implementation has been variable in

part because of inefficiencies in the distribution of information by GRZ of dates and times of meetings, with frequent last-minute changes. As noted above, the UN's engagement with GRZ on the 7NDP has been carried out via the Results Groups connecting across to the 7NDP TWG and CAG structures, and by joint GRZ-UN evaluations on projects and programmes. Albeit the shortcomings, in line with the partnership principle, GRZ has invited participation of the UN and the other stakeholders (cooperating partners, civil society, private sector etc) in all its 7NDP

structures according to each partner's areas of interest and/or focus. With the 7NDP coordination structures becoming functional in 2019, the MTR expects the extent and effectiveness of coordination between the GRZ and UN programme structures to improve. Realignment of CAG membership by the UN as recommended below by this Mid Term Review will enable coordinated UN participation in the NDCC, CAGs and TWGs, thereby promoting efficiency and impact.

The MTR suggested the proposed UN participation in 7NDP structures as presented in the table.

Table 1: Proposed UN Participation Set in 7NDP

7NDP	Proposed UN Participation	Comments
NDCC	Level: RC represents the UN. UNCT members may attend	<p>UN RC represents the UNCT at the NDCC meeting based on the inputs from Cluster Advisors/UNCT</p> <p>UNCT members may attend NDCC meetings</p> <p>RC leads the UNCT in bi-annual meetings with GRZ to confirm UN support to the 7NDP through the Partnership Framework</p>
CAGs	Level: Heads of Agencies. UN TWG Chairs may attend	<p>UN Cluster advisors meets to prepare or agree on input for 7NDP CAG meetings based on inputs from UN TWG</p> <p>Report periodically to UNCT meetings, including to prepare collective UN inputs to bi-annual NDCC meeting for RC</p>
TWGs	Level: Head of Prog, Technical Experts, M&E etc.	<p>It meets to prepare collective UN inputs to 7NDP TWGs meetings</p> <p>Reports to Cluster Advisors on progress/issues</p> <p>It prepares cluster advisors input to 7NDP CAG meetings</p>

Pillar Groups: As per original design, the Pillars were meant to provide strategic oversight and direction. However, the pillars were not activated in 2016 because of the complexity of establishing the new way of working through Result Groups took longer than originally anticipated and it was felt that introducing another layer would create additional complexity. From 2017, it was decided to wait for the establishment of the 7NDP structures and then introduce a pillar level to link in to the new 7NDP Cluster Advisory Group structures. In order to increase synergy between the Partnership Framework and the 7NDP, the MTR recommends connecting the Partnership Framework structures at both 7NDP Cluster Advisory Group and Technical Working Group levels.

Result Groups: The Result Groups (RGs) were to provide a coherent and coordinated implementation of the Partnership Framework. All UN agencies consulted were familiar with the roles of the RGs. At mid-term, the RGs were operating and they provided an avenue for planning and reporting on the progress of the Partnership Framework. The RGs were able to constantly report on progress on planned targets twice annually. The UN was conscious of ensuring results groups align to the focus areas in the 7NDP. Following extensive consultations at technical level within the UN, the UNCT agreed to restructure RGs 7 and 8 to align more clearly with the new 7NDP priorities and structures (economic diversification and industrialisation under the 7NDP Cluster on Economic Diversification and Job Creation) even ahead of the Mid Term review and to seek validation for the approach through the Mid Term Review. RG 7 which originally focused on Economic Development was renamed “Climate resilient and environmentally sustainable agricultural diversification”¹. Result Groups 8 which originally focused on environmental sustainability was renamed “Climate resilient environmentally sustainable industrialisation”² Climate change issues were mainstreamed in both RG 7 and 8.

However, the MTR noted a number of factors that negatively affected effectiveness and efficiency of the RGs. The RG tended to focus more on outputs than outcome level results. At the inception of the Partnership Framework, a decision had been taken by the UNCT for RGs, which were integrated and cross-cutting, to be led by Heads of Agencies (HoA). It was understood that because of the multi-sectoral approach, a Head of Agency would not necessarily be a technical expert in that area but would provide leadership to the Results Group and accountability to the UNCT for its results, supported by the technical leads in the areas within that Results Group. The MTR findings indicated mixed views on the effectiveness of this strategy. While the strategy worked for some RGs (both led by technical and non-technical leaders), there was overwhelming respondent feedback that the system was not an efficient use of time. Challenges were reported in cases where the non-technical RG chairs had to engage with the GRZ technical staff. The MTR observed that even among the UN agencies, RG members were demotivated by this leadership arrangement. Other observed gaps for RGs included absence of GRZ participation in this coordination structure and there was also a tendency by some UN agencies to assign very junior or non-technical staff to RGs. This resulted in the RGs not being very attractive for vibrant discussions of the development agenda. The MTR observed that while the RGs had overarching pillar outcome results, there were no RG outcome results which would motivate the RG members to work towards. The RGs were reported to be too many (11 RGs) thereby competing for time from overstretched UN agencies. Moving forward, the MTR recommends rationalisation of the 11 RGs into 5 Cluster Results Areas that are also closely aligned to the 5 7NDP Clusters and embraces the new changes made to RG 7 and 8, which could be as follows:

1. RG group will cover conservation agriculture, value chains, access to market decent work and ICT.

2. RG 8 will include small scale mining, alternative energy, decent work, tourism and sustainable resettlements.

7NDP CAG	Suggested CRAs	Current RG
CAG1 Economic Diversification and Job Creation	CRA1: Economic Diversification and Job Creation	RG 7- Climate resilient and environmentally sustainable agricultural diversification RG 8 – Climate resilient environmentally sustainable industrialisation
CAG2 Reducing Poverty and Vulnerability	CRA2 Reducing poverty and vulnerability	RG 3 – Human Settlements and WASH. RG 5 - HIV/AIDS & SRH/R and RG 6 - Social Protection
CAG3 Reducing Inequality	CRA3 Reducing Inequality	RG9 Data and Accountability
CAG4 Human Development	CRA4: Human Development	RG 1- Health; RG 2- Education and RG 4 - Food and Nutrition
CAG5 Governance and Human Rights	CRA5: Governance and Participation	RG 10 - Participation RG 11 - Human Rights and Justice

The suggested Cluster Results Areas for the UN should align completely to the structures and processes of the 7NDP, with outcomes in line with the 7NDP national outcomes being supported. The direct link to national priorities through CAGs should enable the RC and UNCT to ensure coordinated UN contributions to the national priorities according to mandate and in line with the requirements of UN reform. The new Cluster Results Areas should be Head of Agency level, in accordance with UNDAF SOPs, and the UNCT should agree on a split of responsibilities to ensure that leadership through the Cluster Results Areas have the necessary technical capacity and support to operate effectively. The UNCT should also consider revising the Theories of Change associated with the existing Pillars/Results Groups by updating the Matrix of Transformation, ensuring that it is at strategic level aligned with the 7NDP Clusters.

Efficiency/Governance Structures: The MTR noted the existence of three efficiency management structures: i) the Operations Management Team (OMT) and the Programme

Management Team (PMT)/ Programme Management Team (PAT); ii) Monitoring and Evaluation Group (M&E) Group; and iii) UN Communications Group (UNCG).

Programme: At inception of the Partnership Framework, the UNCT made a deliberate plan to integrate the PMT as “mini-PMTs” within the results groups in order to reduce duplication. At the same time, it was noted that some elements would remain to be implemented across all Results Groups, particularly quality control functions on programming, gender, climate resilience etc. During the course of 2017, these additional functions were drawn together under the Programme Advisory Team (PAT). Merging the role of PMT within the delivery of RGs was noted to be poorly understood and therefore not as effective. Moving forward, the MTR recommends revisiting the question of programme level leadership and support via the realigned Partnership Framework structures, to ensure that the right level of support is provided through the new UN TWGs as well as on the cross-cutting strategic issues.

Monitoring and Evaluation (M&E) Group:

The role of the M&E group is to provide quality assurance for programme design, measurement and management. The MTR observed that this group was functional but with room for improvement. The group monitored all bi-annual progress reports by RGs before their submission to the RCO. The result group was also involved in all M&E in the development of TORs for this MTR. Noted challenges included the following: varying M&E skill levels among members given that not all UN agencies could afford M&E officers; the tendency to use individual UN agency result frameworks with well-articulated outcome and result framework and not utilising that of the Partnership Framework; and poor attendance by the group members. Moving forward, the UNCT should consider enhancing the capacity of the M&E group through among other interventions: allocating senior programme officers to the M&E group, and where feasible, hiring qualified M&E officers. The MTR recommends that the M&E group should have the additional function of tracking gender results across all results groups. The exercise should begin with the M&E group being facilitated by an external gender expert to develop relevant gender outcomes for the RG as well as relevant gender indicators. The move would enhance the country's performance on SDGs to be assessed in 2020. Besides the performance on SDG 5, programmes that address gender equality issues are more likely than those that do not to register favourable development outcomes.

United Nations Communications Group:

The function of the United Nations Communications Group (UNCG) is to ensure relevant and consistent internal and external communication. Of the four interface structures, the UNCG was the most functional, effective and visible group. The group met regularly, contributing to effective communication and visibility of the UN. Noted gaps included limited capacities in the appreciation of SDG indicators. Like the M&E group, the UNCG was also negatively affected by the inclusion of members who were not communication experts by training. Moving forward, the MTR recommends: capacity of training of the UNCG to strengthen their communication in technical areas such as UN Reforms, Partnership Framework results and SDGs, even through participating in relevant UN fora.

UNCT Results Groups: The UNCT Results Groups aligned to the five 7NDP CAGs are as follows:

The new RGs will function for six months before a further review.

7NDP Coordination Structures	UNCT Results Group	UN areas of work at technical level	Participating UN agencies
CAG1: Economic Diversification and Job Creation TWG1: Agriculture, Water Regional and International Markets TWG2: Mining, Energy, Decent Work TWG3: Tourism, ICT TWG4: Infrastructure and Transport	Economic Diversification and Job Creation Co-chairs: ILO, FAO	Agriculture, Tourism, Mining, International Cooperation and Trade	IFAD, WFP, UNDP, IOM, ILO, FAO, UNECA
CAG2: Reducing Poverty and Vulnerability TWG5: Poverty and Vulnerability TWG6: Reducing HIV/AIDS Prevalence TWG7: Climate Change and Disaster Risk Management	Reducing Poverty and Vulnerability Co-chairs: UNAIDS, UNICEF and UNHCR	HIV/AIDS/SRHR, Social Protection, Disaster Risk Reduction (DRR), population displacement and Refugees	WFP, ILO, UNFPA, IFAD, FAO, IOM, UNICEF, UNDP, UNESCO HIV-UNJT, HIV-UNJT (UNAIDS, WHO, UNICEF, UNDP, UNFPA, UNHCR, ILO, IOM, WFP, UNESCO, UNODC),
CAG3: Reducing Developmental Inequalities TWG8: Reducing Regional Inequalities (<i>promote Integrated Rural Development; promote urban and peri-urban economies; reduce gender inequality; enhance income opportunities for poor and marginalised communities</i>)	Reducing Developmental Inequalities Co-chairs: UNHABITAT and UNESCO	Equitable human habitation (urban and peri-urban) Sustainable resettlement Gender inequality Human trafficking	UNFPA, UNHABITAT, WFP, ILO, UNODC, UNAIDS, UNDP, IOM, UNESCO, UNICEF
CAG4: Enhancing Human Development TWG9: Enhancing Human Development (<i>Health and health-related services; improved education and skills development; improved access to water supply and sanitation</i>)	Enhancing Human Development Co-chairs: WHO, WFP and UNFPA	Health (including SRHR), WASH, Food Security & Nutrition, and Education	WFP, UNAIDS, IOM, IFAD, FAO, UNESCO, UNODC, UNICEF
CAG5: Governance and Human Rights TWG10: Policy and Service Delivery TWG11: Transparency and Access to Justice	Governance and Human Rights Co-chairs: UNDP and UNODC	Good governance and human rights	UNAIDS, ILO, UNODC, UNDP, IOM, UNICEF

7NDP-Partnership Framework Theme Groups 2019-2021:

The UN recommended the formation of three theme groups as follows:

UNCT Theme Group	UN Areas of Work	Participating UN agencies	Connection to 7NDP and other government or national structures
<p>Leave No-one Behind</p> <p>Co-chairs: IOM and UNFPA</p>	<p>Equality, non-discrimination and equity;</p> <p>Focus on:</p> <p>Gender</p> <p>Human Rights</p> <p>Youth</p> <p>Prisoners</p> <p>Persons with disabilities</p> <p>Elderly</p> <p>Migrants and refugees(among others)</p> <p>(human rights based approach to programming, including evidence base/ disaggregated on those 'left behind')</p>	<p>UNDP, WFP, UNAIDS, IFAD, UNHABITAT, UNODC, UNFPA, IOM, UNESCO, FAO, UNHCR</p>	<p>As a cross-cutting theme group, the LNOB Theme Group will have connections to work across the 7NDP, with particular focus on areas of Clusters 2 (reducing poverty and vulnerability), 3 (reducing Inequality) and 5 (Governance and Human Rights).</p> <p>It also has linkages to the SDG reporting Sub-Committee given the central place of LNOB in the 2030 agenda.</p>
<p>Humanitarian-Development Nexus</p> <p>Co-chairs: UNHCR and UNDP</p>	<p>Refugees</p> <p>Migrants</p> <p>Sustainable settlement (of former refugees/new permanent residents) in Zambia</p> <p>Crisis response and prevention (DRR)</p>	<p>UNDP, WFP, IFAD, UNHABITAT, UNFPA, IOM, UNESCO, FAO, UNICEF, ILO, UNHCR, WHO</p>	<p>Ministerial and National Steering Committees</p> <p>COR</p> <p>DMMU</p>
<p>Data</p> <p>Co-chairs: UNFPA, UNICEF and UNAIDS</p>	<p>Generation and in-depth analysis of disaggregated data for evidence-based development at national and sub-national levels</p> <p>7NPD and SDG Monitoring</p> <p>Strengthen civil registration and vital statistics</p> <p>Coordination of UN support to the National Statistical System e.g. 2020 Census and Surveys</p>	<p>UNICEF, UNADIS, UNDP, UNESCO, WHO, ILO, FAO, UNHCR, IOM</p>	<p>7NDP Data Sub-Committee, SDG Reporting Sub-Committee and the Means of Implementation Sub-Committee</p>

Partnership Framework Management Groups 2019-2021: For effective coordination of the implementation of the Partnership Framework the Un recommended the following four UNCT Management Groups.

UNCT Management Group	Co-Chairs	UN Agency Participation
Programme Management and Oversight Group	Level: Deputy Head of Agency Co-chairs: UNICEF, UNHCR	UNDP, WFP, UNAIDS, IFAD, UNHABITAT, UNOCDC, WHO, UNFPA, FAO, IOM, UNESCO
Monitoring and Evaluation Group	Level: Technical Co-chairs: ILO, UNESCO	UNDP, WFP, UNAIDS, IFAD, UNHABITAT, WHO, UNFPA, IOM, UNICEF, UNESCO
Operations Management Team	Level: UNCT Co-chairs: UNDP, ILO	UNDP, WFP, UNAIDS, IFAD, UNHABITAT, UNOCDC, WHO, UNFPA, IOM, ILO, FAO, UNICEF, UNESCO
UN Communications Group	Level: UNCT Co-chairs: FAO, UNESCO	UNDP, WFP, UNAIDS, IFAD, UNHABITAT, UNODC, WHO, UNFPA, IOM, FAO, UNICEF, UNFPA, UNHCR, UNIC, UNESCO, UNECA, ILO

EFFECTIVENESS OF THE PARTNERSHIP FRAMEWORK

Effectiveness of the Partnership Framework is measured against: i) the degree to which the set outcome results were accomplished; ii) effectiveness of the monitoring and evaluation mechanisms; iii) responsiveness of the Partnership Framework to emerging national development needs ; iv) the degree to which the United Nations Development Group (UNDG) guidance was integrated into programme delivery; and v) adequacy of financial resources to implement the Partnership Framework and vi) comparison of the UNDAF and the Partnership Framework.

Degree of Accomplishment of Planned Partnership Framework Outcome Results:

The MTR noted that to a very large extent, the Partnership Framework programme delivery is on

track to meet the set targets for 2021. An analysis of the results for the 11 Result Groups indicated impressive outcome results at mid-term, with room for improvement for some areas including NCD driven death; early marriages; high fertility rates; women empowerment, governance for public management, participation of women in elected positions and access to justice through reducing case backlog. A summary of the results by pillars and Result Groups a very positive progress against set targets.

Pillar 1 Achievements: There are 6 result groups under Pillar 1 (Inclusive Social Development):

Result Area 1- Health: Good progress was recorded for the Zambia Health System Strengthening Programme. Capacities for the health systems were strengthened in infrastructure and material and human resources.

The UN intervened in eight Central Province districts rehabilitating health facilities and providing ambulances and motorbikes. Child Immunisation targets surpassed the 2021 target of 80% at 92% by Mid-Term from a baseline of 89% in 2015. Deaths induced by NCDs remain high at 33% in 2016, against a 2021 target of 20%, thereby calling for greater attention to this health area.

Result Area 2-Education: School enrolment rates generally improved. The proportion of Grade 1 entrants with pre-school experience increased from 24% in 2016 to 26.1% in 2017. The Home-Grown School Feeding Program which benefited 1,052,760 learners in 2,590 schools in 38 selected districts encouraged school enrolment and attendance. Grade 12 completion rates surpassed the 2021 target of for boys 40% and for girls 35%) increasing from 34% boys and 36% girls in 2016 to 40.9% boys and 35.7% girls in 2017. The 2016-2021 Partnership Framework places Zambia on track towards achieving the SDG target on education.

Result Area 3- Human Settlement & Wash: Access to safe drinking water sources increased from baseline 2016. As of December 2017, the proportion of the population with access to basic drinking water sources in towns and rural areas increased from 63% and 47% to 86% and 55%, respectively. UNJP led the resettlement of 800 former Angolan and Rwandan refugees and Zambians in Meheba and Mayukwayukwa refugee settlements and supported them to obtain permanent residency permits. The proportion of the population with access to improved sanitation in urban areas rose from 39% in 2014/15 to 47% as of December 2017. The proportion of population with access to improved sanitation is partially on track at 19% for rural requiring more effort to reach the 2021 target of 50%.

Result Area 4 - Food & Nutrition: Zambia is making considerable efforts towards addressing malnutrition but is unlikely to meet its targets of reducing the stunting rates and exclusive breastfeeding from 40 percent and 45 (ZDHS 2014)³ percent in 2014 to 30 percent and 80

percent, respectively, by 2021. Tangible nutrition initiatives currently being implemented by the GRZ with the support of the UN include: GRZ plan for US\$ 40.00 per each child per year, the Scaling Up Nutrition (SUN) initiative, involvement and contribution of the private sector in the national nutrition agenda.

Result Area 5 - HIV and AIDS & SRH&R: UN contribution to reducing adolescent birth rates is notable. The UN supported television and radio programmes with and for young people covering 15 commercial and community radio stations, including advocacy for condom use. However, adolescent birth rates remain high mainly propelled by child marriages and teen pregnancies. Access to treatment for HIV infected pregnant women surpassed the 2021 target of 90% at 91% in 2017. As of 2017, early HIV diagnosis of infants stood at 46%. Reduction in HIV incidence remained high at 24% in 2017 compared to the 2021 target of 75% reduction.

Result Area 6 - Social Protection: The Social Cash Transfer (SCT) Scheme is expected to reach 350,000 households (1.75 million people, at least 60% of whom are women) by 2021. In 2017 the programme was scaled up to all the districts with a target to reach 590,000 households and it managed to achieve 574,633 by mid-term. The GRZ has demonstrated its commitment to the social protection both politically and financially by doubling the SCT budget allocation for 2017. Support to the social protection is manifestation of the UNJP's commitment to the SDG maxim of "Leaving no one Behind". However, the cash transfer programme experienced design challenges that are meant to enhance accountability of resources.

Pillar 2 Achievements

Result Area 7- Economic Development: Percentage of working people contributing to social security scheme and formal sector employment as percentage of employed population increased to 17.2% and 24.1% by 2017 against a 2021 target of 35%, respectively. A total

3. ZDHS (2014, Table 11.3).

of 312 MSMEs were linked to output markets and large companies, 338 were trained in business development skills (BDSs). Contribution of tourism and mining sectors to GDP surpassed the 2021 targets (tourism 2.2% and mining 6.6%) with contributions of tourism increasing from 1.4% to 3.5% and mining from 6.5% to 15.3%, respectively by 2017. The contribution of sustainable energy sources to total national energy mix increased from 0.03% in 2012 to 1.1% in 2017 against a 2021 target of 2%.

Result Area 8-Environmental sustainability: By raising awareness on climate change and training GRZ extension staff and farmers in climate change adaptation, the UN contributed to the increase in adoption of weather index insurance among smallholder farmers. As at 2017, the number of insured smallholder farmers increased to 2,835 from 500 while the sum insured rose from ZMW 4,900,000 to ZMW 7,900,000. The use of training of trainers and training modules for District Forest Officers and community members has been critical in ensuring sustainability of the project interventions. Not much in terms of outcome results was recorded in these areas.

Pillar 3 Achievements

Result Area 9 – Data and Accountability:

Expanded and decentralized civil services for birth and death registration are available at sub-national level. By mid-2018 Copperbelt and Central Provinces had been fully equipped and had started certifying and printing certificates. On accountability, the UN supported cluster-focused budget hearings on the 7NDP which provided Cabinet with strategic information for the formulation of the 2019-2021 Medium-Term Expenditure Framework (MTEF). The UN also supported national data needs and capacity requirement for monitoring implementation of SGDs 2019-2021. As of mid-term the DHS was not yet out and a number of the Partnership Framework outcome indicators could not be assessed. With the GRZ planning to have the SDG review in 2020, there is need for the UN to consider supporting the GRZ with the Living

Conditions Survey (inform poverty trends) and strengthening the information management systems for generation of administrative data that constitute 80% of the required monitoring indicators for the SDGs.

Result Area 10 - Participation: UN support strengthened capacity of young people to strategically advocate for youth priorities at national and sub-national levels. Through the UNYPP young people participated in various dialogue events. A local network of 10 private sector companies were engaged to ensure sustainable inclusion of vulnerable groups in their business models from 20% to about 43%. Challenges persist for women's participation in politics with women constituting a paltry 9% for local government and 18% for the national assembly.

Result Area 11 - Human Rights and Justice:

The UN supported the GRZ in the Universal Peer Review (UPR) Reporting and achieved successful reporting on the 28th Session of the UPR in November 2017 and 37th Ordinary Session of the UN Human Rights Council in March 2018. More than 3, 500 young girls were mobilised and had access to safe spaces where they received information on their rights as well as how to access services on sexual and reproductive health. A terminal outcome evaluation on the Joint programme indicated that by end 2017, 5, 679 GBV survivors had received health services, attaining a 116% achievement. As many as 1,013 health workers were trained on guidance for providing services to GBV survivors. Challenges in this area included: backlog of court cases and percentage of human rights cases that were reported, investigated and concluded.

Effectiveness of Monitoring Mechanisms: The Partnership Framework has a results framework built around pillar outcomes and results group outputs. The RGs report bi-annually mainly around the outputs targets. The Results Groups all share common overarching outcome results around the 3 Pillars. There is room for tracking Partnership Framework results at outcome level

through development of additional outcomes around the suggested 5 results areas, thus rally UN efforts around the outcomes. In addition, the UNCT through the Results Groups should also consider conducting Outcome evaluations to inform the 2021 planned evaluation. Improving the Partnership Results framework is also likely to motivate the UN agencies to use it as reference for measuring progress of the one GRZ-UN programme. Against these suggestions for improving M&E for the Partnership Framework, the MTR recommends the revision of the Partnership Framework Results Framework accordingly.

Responsiveness of the UN to Unplanned Emerging Development Priorities: The UN in Zambia operationalised the humanitarian development nexus in responding to urgent and emergency support to the influx of refugees from the DRC and former refugees from Rwanda and Angola in Zambia, as well as establishment of refugee camps with improved access to water and sanitation, land, opportunities for accessing formal registration certificates; emergency response to the cholera outbreak of 2018; and support to address the fall armyworm. For most of the emergencies to which the UN responded, the UN Joint programming modality proved to be an effective strategy.

Application of UNDG programming principles in the Delivery of the Partnership Framework: To a large extent, the Partnership Framework integrated the UNDP Guidance principles. All the pillar outcomes are designed under the “Leaving No One Behind” lens with special focus on vulnerable groups. The top down, bottom up design of the Partnership Framework is a strong rights-based approach. The robust M&E framework makes the Partnership Framework results based. There is, however, room for enhancing the outcome focus through developing additional outcome results around results groups. This would also enhance the synergy between the 7NDP and the Partnership Framework. The MTR findings recorded impressive results on UN

support to the GRZ capacities (harmonised policy framework, staff capacities and technical support). The delivery of the Partnership Framework integrated human rights, gender equality and women empowerment. The programme delivery demonstrated risk-informed approach through integrating sustainable environment, climate change and resilience in the delivery of economic development programme. The UN Joint programme on human settlements also indirectly responded to a potential emergency and averted risk.

Adequacy of Technical and Financial Resources for the delivery of the Partnership Framework:

During the period under review, the MTR learnt that the UN in Zambia has adequate technical expertise to support the implementation of the Partnership Framework and the policy development processes and other areas requiring technical support. As at MTR, the UN comprised: 12 resident UN funds, programmes and specialised agencies, and 10 non-resident agencies. In each Agency, the UN had qualified intervention staff with experience working at the global level who bring in their skills for effective delivery of UN joint programme, including the Partnership Framework. In addition, the Bretton Woods organisations, including the International Monetary Fund (IMF) and the World Bank, are part of the UN System, and they contribute to the UN’s overall technical capacities. Further, additional technical expertise and support is provided by the UN Regional and HQ Offices. During the process of aligning the 7NDP to the SDGs, the UNCT was able to draw upon the technical expertise in its regional offices to support the GRZ align the 7NDP to SDGs. With this level of support and technical expertise, the UN was able to help the GRZ achieve 85% alignment of the 7NDP. Regarding financial resources, despite challenges such as shrinking donor funding due to shifting donor priorities, reducing ODA and limitations in resource mobilisation following the categorisation of Zambia as a lower middle-income country (LMIC) which have together constrained delivery and expansion of certain programs, the UN had

for the first part of the Partnership Framework raised significant resources on its own and from its external partners. Based on consultations with the UN and the information in the monitoring reports by the Results Groups, the UN had on average mobilised about 85% of the planned resources for the first half of the Partnership Framework implementation.

Sustainability: The MTR observed that UN through the Partnership Framework has already started working on capacities of the GRZ institutions, human capital, technical capacities and harmonisation whose benefits go beyond the life of the Partnership Framework. The strong linkages and alignment of the UN system programme to the GRZ development priorities implies benefit of results in those areas that the GRZ require support.

Noted Challenges: From 2016-2018, the elections and the extended processes for developing the 7NDP and establishing its structures meant that there was no overall framework on the GRZ side for the Partnership Framework structures to dock into at a strategic level. Nonetheless, the UN and GRZ continued to work very closely through their programmes and projects, whether as joint programmes or individual agency interactions under the Partnership Framework objectives. Individual agencies continued to do individual resource mobilisation activities direct to donors. This way of working contradicts the Provisions of Aid Effectiveness (Paris Declaration of 2015) which calls for reduction of transactional costs. While involvement of civil society and the private sector was noted, engagement varied from Result Group to Result Group, according to the particular programme or project being monitored or evaluated. There was no single method of engaging with these stakeholders.

CONCLUSION AND KEY RECOMMENDATIONS

Relevance Strategic Alignment: The Partnership Framework 2016-2021 is relevant to the national development priorities as outlined in the Vision 2030 and 7NDP. The programme addresses the development challenges of the GRZ around Human Development, Economic Development and Governance and Participation. Although the Partnership Framework was developed before the 7NDP, it is still relevant to the 7NDP mainly due to the fact that both were informed by a common understanding of the Sustainable Development Agenda 2030 and the 17 SDGs and the new integrated rights-based approach needed to address the complexities of Agenda 2030; and that the development challenges observed through the Common Assessment in 2015 (which informed the Partnership Framework) had not changed when the 7NDP was developed. Towards the first half of the Partnership framework, and ahead of this Mid Term Review, the UNCT took a deliberate decision to restructure the focus of results groups 7 and 8 to tightly align to the 7NDP focus on Economic development and diversification. UN Agency group membership to RG 7 and 8 also changed accordingly based on comparative advantage, capacity and mandate.

Coordination of the Partnership Framework: The coordination, management and governance structures were operational, with room for improving their effectiveness.

Results Groups

- i. Consider developing between 2 to 3 outcome results around the suggested Cluster Results Areas to enhance alignment to the 7NDP outcomes and focus on reporting on results for the Partnership Framework; and
- ii. Revise the Partnership Framework Theories of Change in the Matrix of transformation line with suggested new outcome results and enhance synergy with the results framework for the 7NDP.

Programme

- i. In line with new structures to coordinate more effectively with the 7NDP CAGs, the UNCT should look rigorously at the technical programme support required to make those Cluster Results Areas effective, as well as to ensure quality control and coherence across the UN's work in Zambia; and ensure staffing at the correct level and commitment for effective technical leadership.

M&E Group

- i. Improve the effectiveness of the M&E group to include senior programme staff and M&E officers; and
- ii. Include in the mandate of the M&E group the responsibility to track gender equality results. The group should integrate gender equality outcomes and indicators in the Partnership Framework results framework.

UNCG

- i. Consider capacity of UNCG in relevant technical skills to standardise the skills among the members; and
- ii. Consider training opportunities for the UNCG groups in areas of RBM, SDG and UN reforms to enhance a results focused reporting and communication.

Harmonisation of the 7NDP and the Partnership framework:

Recommendations for Enhancing Synergy Between 7NDP and the Partnership Framework

- i. The UNCT participation in the formal structures of the 7NDP shall be as follows:
NDCC: The UNRC participates in the NDCC and represents the UN, supported by UNCT members who also attend **CAGs:** The UNCT Results Group Chairs participate in CAGs, supported by Technical Leads from the Results, **TWGs:** UNCT Results Group Technical Leads at Deputy Head of Agency/Head of Programme level Participate in TWGs.
- ii. The UN should work out a system where all engagements with the GRZ are coordinated through the RCO and out to the UNCT.

Effectiveness: Performance Towards Planned Outcomes. Overall the Partnership Framework is on track towards reaching the 2021 set targets, with room for improvement.

Table 2: Assessment of Performance of Partnership Framework towards Outcomes

Result Group	Rating	Comment
Pillar 1: Inclusive Social Development		
Result Group 1-Health		All outcome indicators on track
Result Group 2-Education		All outcome indicators on track
Result Group 3-Human Settlement & WASH		2 on track and 1 partially on track
Result Group 4-Food & Nutrition		All outcome indicators on track
Result Group 5-HIV/AIDS and SRH & R		5 on track, 1 partially and 2 not on track
Result Group 6-Social Protection		1 on track, 1 partially and 1 not on track
Pillar 2: Environmentally Sustainable & Inclusive Economic Development		
Result Group 7-Economic Development		8 on track & 1 partially on track
Result Group 8-Environment Sustainability		All 7 outcome indicators on track
Pillar 3: Governance and Participation		
Result Group 9-Data & Accountability		5 on track, 1 partially and 3 not on track
Result Group 10-Participation		3 on track, 3 not on track
Result Group 11-High Rights and Justice		3 on track, 1 partially and 1 not on track

The partnership framework has a good M&E mechanism characterised by existence of a robust results framework, the work of the M&E group that contributes to coordinating the bi-annual monitoring reports from the 11 results groups. There are however noted gaps with respect to the capacity of the M&E group, the need for tighter alignment of the Partnership Framework to the M&E framework for the 7NDP, a tendency to focus more on outputs as opposed to outcome results. The UN in Zambia has been responsive to emerging national development priorities not originally part of the Partnership Framework. To a large extent, the UN in Zambia have applied the UNDG guidance principles of leaving no

one behind, enhancing capacities of GRZ and vulnerable groups; results and risk informed programming and mainstreaming human rights, gender inequality and women’s empowerment. Overall, the UN has adequate technical capacity to deliver on the Partnership Framework and also has room to tap expertise at both regional and global levels of the UN. However, given the importance placed on integrating SDGs in delivery of the 7NDP and the need for greater support to GRZ in preparedness to the 2020 SDG review the UN requires more capacities to provide this support. There MTR noted areas for enhancing effectiveness of the delivery of the Partnership Framework programme delivery and recommends the following:

Recommendations for Improving Outcome Results

- i. In order to enhance effectiveness on the delivery of set outcomes, the UN should consider concerted efforts in areas where the MTR indicated as lagging behind. These areas include: NCD induced death; early marriages, high levels of fertility; improving public sector governance including programmes to combat corruption; enhance participation of women in elected political positions; and enhance access to justice; The UN should consider greater investment in supporting the GRZ with generation of relevant timely, electronic data to inform monitoring of the 7NDP and Partnership Framework as well as support to the monitoring of the implementation of SDGs set for 2020;
- ii. The M&E mechanism could be enhanced through including additional outcome results for the suggested 5 results groups and align them more closely to the 7NDP outcomes. A review of the results framework for incorporation of additional outcome results and alignment to 7NDP results framework is critical. The M&E results framework should also be reviewed for inclusion of human rights and gender equality results;
- iii. The UN should put greater effort in supporting the GRZ for preparedness' for review of the performance in addressing the SDG through generation of relevant data particularly administrative data for line ministries is reported to constitute close to 80% of SDG required indicators data.
- iv. The UN should consider putting in place an easier modality for tracking resources for supporting delivery of the Partnership Framework.

Delivering as One (DaO): The MTR notes positive results by the UN working towards DaO. Joint programmes involving the UN on their own and also the UN and GRZ characterise delivery of programmes across results areas. The OMT has recorded positive outcomes in areas of joint procurement, joint security services and common banking services. The Business Operations Strategy (BOS) was endorsed by the UNCT during the review period. Areas requiring attention include how to manage communications of successful programme interventions to focus on One UN as opposed individual agencies.

Strategic Positioning: Greater effort from the UN in designing innovative programmes that can effectively support the restructured RG 7 and 8 now suggested RG3 on Economic Diversification and Job Creation; support to GRZ on preparedness for SDG review in 2020 and a focus on new way doing business around UN Reforms.





CHAPTER 1

1. INTRODUCTION

The introduction outlines the context to the Zambia United Nations Sustainable Development Partnership Framework and the scope of this Mid Term Review (MTR). The MTR of the Zambia-United Nations (UN) Sustainable Development Partnership Framework (the Partnership Framework) 2016-2021 was a joint (UN and GRZ) review, conducted in close collaboration with national partners and development partners. This MTR Report of the Partnership Framework summarises the two areas of evaluation, which are: i) the performance of the planned results of the Partnership Framework; and ii) the effectiveness of the existing processes for coordinating the delivery of the programme.

Background Context

Country Context in Brief

Zambia's National Development Planning:

Zambia's development process is guided by National Development Plans (NDPs). From independence to date, there have been nine NDPs. The first was the Transitional Development Plan (TDP) (1964-1965). The TDP has since then been followed by seven (7) five-year NDPs from 1966 to current. During the course of implementation of the Sixth NDP 2011-2015, there was a change of government and this necessitated the need for the NDP to be aligned to the manifesto of the new government. Therefore, the Revised Sixth National Development Plan (RSNDP) was formulated and implemented from 2013 to 2016. The current plan, the Seventh National Development Plan (7NDP) was launched on 21st June 2017 for implementation from 2017 to 2021.

The 7th National Development Plan: The 7NDP departs from sectoral-based planning to an integrated (multisectoral) development approach under the theme "Accelerating development efforts towards Vision 2030 without leaving anyone behind". The integrated approach recognises the multi-faceted and interlinked nature of sustainable development which calls for interventions to be tackled simultaneously through a coordinated approach to implementing development

programmes. It is envisaged that the integrated development approach in the 7NDP will help change the focus of government line ministries and provinces from competing with each other to coordination and harmonisation (working together). The UN provided technical and financial support to develop the 7NDP and ensuring that it is aligned to the 2030 Agenda for Sustainable Development and other global commitments. The goal of the 7NDP is to create a diversified and resilient economy for sustained growth and socioeconomic transformation driven, among others, by agriculture. Furthermore, this Plan responds to the Smart Zambia Transformation Agenda 2064 and embeds in it the economic recovery necessary for the actualisation of a Smart Zambia. This is in compliance with the UN 2030 Agenda for Sustainable Development and the African Union Agenda 2063.

Vision 2030: As stated above, the 7NDP is a building block towards meeting the goals of Vision 2030⁴. Adopted in 2006, the Vision 2030 is a long-term plan that expresses the aspirations of the Zambian people to live in a strong and dynamic, middle income industrial nation that provides opportunities for improving the wellbeing of all. It embodies values of socio-economic justice underpinned by the principles of: gender-

4. From independence in 1964 to 2005, Zambia had prepared and implemented several medium-term national development plans. Each of these instruments carried a theme and strategic focus, which primarily aimed to improve the social economic conditions of our people. These plans, however, were not prepared within the context of a long-term perspective, which looked over the horizon of a generation. For this reason, the GRZ in 2005 initiated the process of preparing the Vision 2030. This was done through a participatory and consultative process that covered all the 72 districts of the Republic.

responsiveness, sustainable development; democracy; respect for human rights; good traditional and family values; positive attitude towards work; peaceful co-existence; and public-private partnerships (PPPs). The Vision 2030 outlines long-term national and sector goals for attaining desirable socio-economic indicators, to fulfil the Zambian people's aspirations⁵.

The Economic Overview: With a per capita Gross Domestic Product (GDP) of around US\$ 1,844 (2013)⁶, Zambia is now a lower middle-income country, and in 2014, progressed to the medium human development category⁷. In terms of performance, Zambia's annual GDP growth averaged 6.4 per cent between 2005 and 2014, and inflation dropped from 15.9 per cent to 7.9 per cent over the same period. Economic growth reduced between the period 2015 – 2017 but the country still had a relatively high average GDP growth rate at 4.0% (MNDP, 2018). Although Zambia has enjoyed economic gains from the implementation of sound macroeconomic policies and high foreign direct investment that grew from less than US \$200 million in 2000 to US\$ 2,231 million in 2014, large parts of the population have not benefited from this overall national prosperity. Alongside great plenty for the 20% of Zambians, who share more than half of the total national income, Zambia has pervasive extreme poverty of around 60 per cent in rural areas⁸. There are high income and gender inequalities, as well as joblessness, with the unemployment rate at 7.9 per cent, underemployment at 10.2 per cent and multiple deprivations for millions.

The Partnership Framework 2016-2021

On 19 November 2015 the UN and the Government of the Republic of Zambia (GRZ) formalised their collaboration by jointly signing the Zambia United Nations Sustainable Development Partnership Framework (the Partnership Framework 2016-2021). The GRZ and the UN jointly conducted the Country Analysis (CA) for Zambia which

provided the evidence and analytical bases for the Partnership Framework. The Partnership Framework replaced the previous UN Development Assistance Framework at its expiry in 2015. This allowed for better alignment of UN development efforts in Zambia to the national development priorities. The timing of the development of the Partnership Framework was opportune for mainstreaming the Sustainable Development Goals (SDG Agenda 2030), thereby aligning the Partnership Framework to the internationally agreed development aspirations.

The Partnership Framework is designed to include an integrated multi-sectoral and partnership approach to development which include the participation of stakeholders such as the public sector, the UN, international financial institutions, bilateral development agencies, private sector and non-governmental organisations, academia and communities. The Partnership Framework in Zambia marked a clear progression from previous UNDAFs by developing a partnership approach, seeking to bring wider stakeholder involvement in the planning and implementation of programmes to support national development priorities.

Processes for Coordinating Implementation of the Partnership Framework:

While the Partnership Framework represents an agreed partnership between GRZ and the UN in Zambia, as part of its national development planning processes and thriving to work towards aspirations of Zambia's Vision 2030 as well as the SDGs, the government formulated the 7th National Development Plan (7NDP) for the period 2017-2021. The theme for the 7NDP is "Accelerating Progress Towards Vision 2030 Without Leaving Anyone Behind". The 7NDP represents a shift from a sectoral and silo approach to an integrated and multi sectoral approach, which is in line with the demands of the SDGs. With support of the UNDP Regional Office in Addis Ababa, UN Zambia used the Rapid Integrated Assessment (RIA) to support the mainstreaming of SGDs into the 7NDP 2017-

5. 7NDP (2017-2021)

6. Vision 2030, Republic of Zambia

7. Zambia-United Nations Sustainable Development Partnership Framework (2016-2021)

8. The World Bank datasets

2021. The process was unique and constitutes a good practice (see chapter 8 for more details). In order to support the implementation 7NDP, GRZ established new coordination arrangements. They include:

- i) National Development Coordinating Committee (NDCC);
- ii) Cluster Advisory Groups (CAGs);
- iii) District Development Coordination Committees (DDCCs); and
- iv) Ward Level Development Committees.

To this end, the effectiveness and efficiency of the coordination and delivery mechanisms is important for the performance of planned development programme of the Partnership Framework through the 3 pillars.

The Partnership Framework focused three Pillars as follows:

Pillar 1: Inclusive Social Development;

Pillar 2: Environmentally Sustainable and inclusive Economic Development; and

Pillar 3: Governance and Partnership.

The Mid-Term Review

The MTR was undertaken by a team of independent consultants including one international and one national between October 2018 to December 2018. The MTR report is structured as follows: Chapter 2 outlines the Scope and Methodology of the MTR. Key findings of the MTR are covered from Chapter 3 to 12 broken down as follows: Chapter 3-Relevance of the Partnership Framework; Chapter 4-Alignment to National Development Priorities; Chapter 5-Effectiveness of the Partnership Framework and the results achieved; Chapter 6-Effectiveness of coordination and management structures; Chapter 7-Sustainability of partnership framework results; Chapter 8-Good Practices and Lessons Learnt; Chapter 9-Added Value; Chapter 10-Responsiveness; Chapter 11-Strategic Positioning and; Chapter 12-Conclusion and Recommendations.



CHAPTER 2

2. SCOPE AND METHODOLOGY OF THE MTR

Scope of the MTR

Overall the scope of the MTR was to undertake a comprehensive mid-term assessment of the progress towards achieving planned results to be achieved by 2021. The evaluation assessed the degree to which the Partnership Framework contributed to the accomplishment of set pillar outcomes of the 7NDP.

The MTR for the Partnership Framework focused on two areas, namely, outcome evaluation and process evaluation. The *Outcome Evaluation* focused on assessing the degree to which the programme contributed to the attainment of planned programme outcomes across the three pillars, whilst the *Process Evaluation* focused on assessing effectiveness and efficiency of the coordination structures, highlighting what is working, and for whom; what is not working and how noted challenges can be rectified.

Purpose and Objectives of the MTR

The MTR was conducted in fulfilment of the requirements of the Partnership Framework Monitoring and Evaluation (M&E) Plan. Consultations with UN indicated that the MTR was planned to happen early in 2018 in order to strengthen alignment of the Partnership

Framework. Framework to the 7NDP. The MTR results are intended to serve as the basis for improving coordination and delivery of the Partnership Framework.

The specific objectives of the MTR were to:

- i) assess the **relevance** and strategic alignment of the Partnership Framework and its coordination structures to the 7NDP;
- ii) ascertain the Partnership Framework **effectiveness** and progress made towards Pillar Outcomes, as well as identify factors explaining the progress or lack of it;
- iii) assess **effectiveness** and **efficiency** of the Partnership Framework coordination and Management structures;
- iv) assess **sustainability** of the Partnership Framework and suggest relevant recommendations for strengthening sustainability;
- v) document **best practices, lessons learnt** and make appropriate **recommendations** for the remaining period for the Partnership Framework (2019-2021); and.
- vi) moving forward, suggest **key areas for strategic positioning** with respect to **3 Pillar areas** and newly established Partnership **Coordinating Structures**.

Methodological Approach

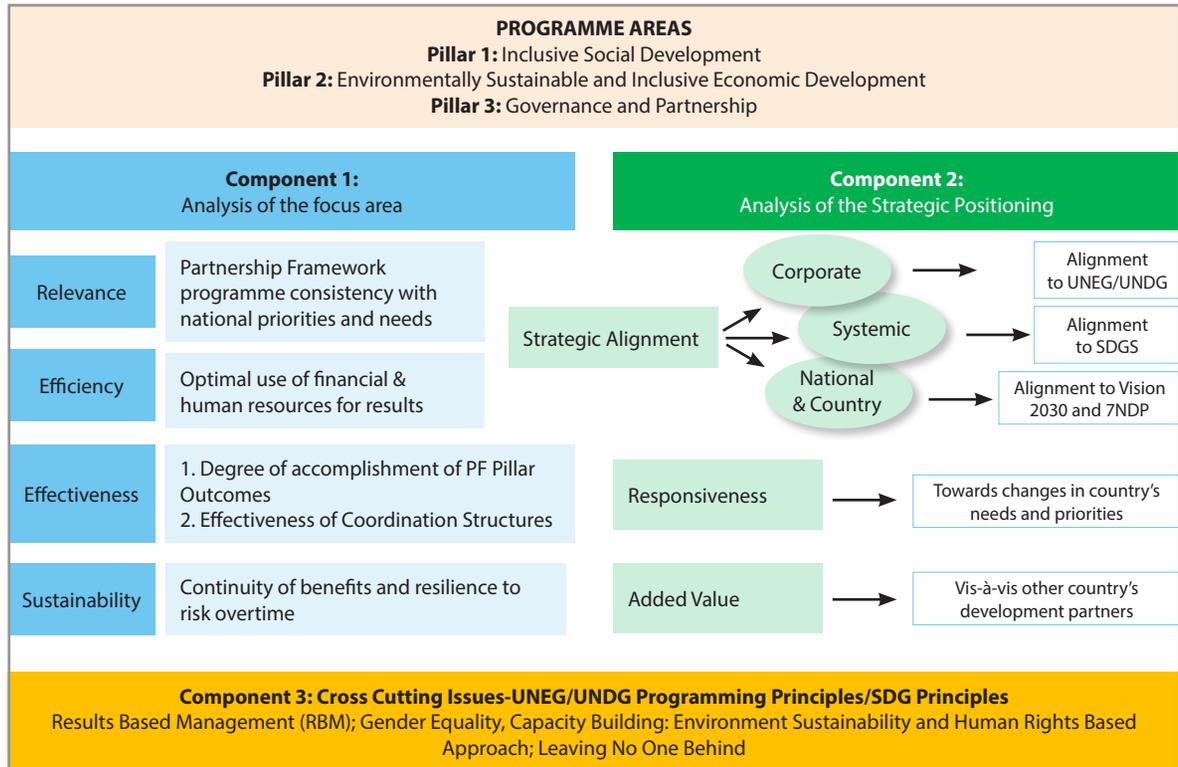
Evaluation Conceptual Framework

The evaluation methodology was based on the United Nations Evaluation Group (UNEG) and OECD Development Evaluation Standards. It assessed relevance, effectiveness and sustainability of the Partnership Framework outcomes. The assessment also analysed strategic positioning for the UN and its partners moving forward. It also assessed the responsiveness of the UN and their added value of the Partnership Framework. The methodology also analysed the degree to which the UNDG/UNEG

programming principles and SDGs were integrated in the delivery of the Partnership Framework. Figure 1 presents the Partnership Framework Evaluation Conceptual Framework.

In addition to these evaluation criteria, the MTR also examined cross-cutting areas including: the UNEG/UNDG programming principles - Results Based Management, Capacity Building, Gender Equality; Environmental Sustainability, Human Rights and SDG principles especially "Leaving No One Behind."

Figure 1: The Zambia Partnership Framework Evaluation Conceptual Framework



Component 1: Analysis of Evaluation Focus Areas

Relevance: Focused on assessment of the degree of relevance and appropriateness of the Partnership Framework programme with respect to addressing the country’s development priorities. The assessment also examined the level of the alignment of the Partnership Framework to key national development frameworks (Vision 2030 and 7NDP 2017-2021).

Effectiveness. There were two levels of assessing effectiveness. The first level looked at the degree to which planned outcomes and outputs were accomplished by mid term. The second level of assessment of effectiveness looked at the effectiveness of the newly established GRZ-7NDP coordination structures and if there is harmony among these coordination structures with those of the UN Partnership Framework coordination modalities.

Efficiency: This component addressed the optimal use of Partnership Framework resources (human and financial) in implementing the programme to date. The MTR also addressed questions on what could be done to ensure more efficient use of resources.

Sustainability: Sustainability referred to issues about level of ownership of the benefits of Partnership Framework by national stakeholders. It also assessed if there were conditions conducive to the consolidation/continuation of such benefits after the Partnership Framework programme cycle.

Design Focus: In line with the growing importance for managing for results, this component assessed the quality of formulation of results at different levels. It probed the robustness of the results chain and areas for improvement in the monitoring and evaluation of the Partnership Framework.

Component 2:

Analysed the aspects of strategic positioning of the Partnership Framework for the remaining component of its implementation. Among other issues, the analysis looked at how the Partnership Framework, which was formulated prior to the 7NDP, was aligned to the national development blue print.

Strategic Alignment: This assessed how the current UNDAF is aligned to other key development frameworks such as the SDGs, Agenda 2030, Vision 2030 and 7NDP. An assessment of effectiveness and efficiency of the UNCT systemic programming on Delivering as One was also key.

Responsiveness: This component assessed the degree to which the UNCT, through the Partnership Framework, responded to significant changes in the national development context, thus, how the

UNCT as One UN Family responded to national long-term development needs. It also probed for any missed opportunities in the Partnership Framework programming.

Added Value: This component looked at the added value of the UNCT as a development partner group to the implementation of national development priorities vis-a vis other development partners. It sought to establish the unique contributions that the UNCT offered which other development partners could not.

Component 3 of the analytical framework looked at how the Partnership Framework addressed key cross cutting areas in programming including: the UNDG/UNEG Guidance on programming and mainstreaming of SDG provisions in the design and delivery of the Partnership Framework, as well as the extent to which the theme of “Leaving No One Behind “ had been embraced in the delivery of the Partnership Framework.

Data Collection Approaches

Desk Review: This was a key source of informing. Review of secondary data included: Partnership Framework main document and planning documents; Results Groups Annual Reports for 2016, 2017 and 2018; relevant evaluation reports generated from UN Agencies that were supportive of the Pillar Outcomes (see list of documents reviewed).

Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs): KIIs were conducted with the Resident Coordinator (RC), Chairs of the Results Groups, selected Development Partners, selected personnel from Operations Management Team (OMT) and Programme Management Team (PMT)/Programme Advisory Team (PAT). The MTR had consultations with strategic government departments, especially in the Ministry of National Development Planning. It conducted FGDs with the Monitoring and Evaluation (M&E) Group and the United Nations Communication Group (UNCG).

Evaluation Limitations

The first limitation revolved around the timing of the evaluation which coincided with end of the year. To this end, the team of consultants were not able undertake field site visits. However, this was mitigated by significant review of sub-national programme interventions and intensive consultations with UN staff.

The second limitation was that focus by the UN in their Results Groups was pitched at the output level and without articulation of intended outcomes for the Results Groups. To mitigate this planning omission, the MTR regarded the outputs outlined in the documents shared, either by Result Group Chairs, or UN agencies as higher-level outputs contributing directly into the intended pillar outcomes. In addition, the team of consultants also used available secondary data to complement outcome results for the Partnership Framework pillars.



CHAPTER 3

3. RELEVANCE AND ALIGNMENT OF THE PARTNERSHIP FRAMEWORK

Overall, the Partnership Framework is relevant to the national development priorities of the Government of the Republic of Zambia. The three areas of focus i) Inclusive Social Development, ii) Environmentally Sustainable & ii) Inclusive Development and Governance and Participation were informed by the Common Country Assessment of 2015. It is also aligned to the Seventh National Development (7NDP) and aspirations of the Vision 2030 with respect to the sectors of focus.

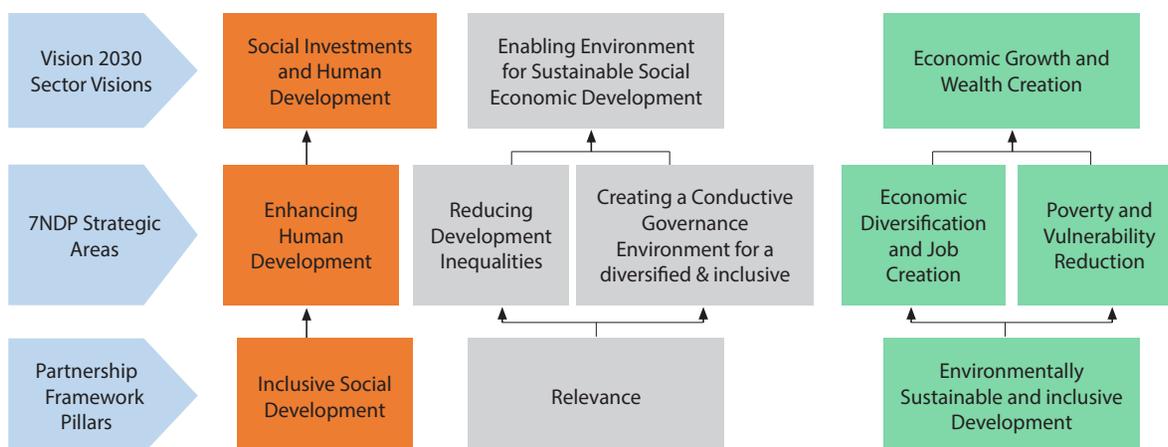
The Partnership Framework was developed in 2015 before the development of the 7NDP. The then existing UNDAF was due to end in 2015 and the GRZ was still in the process of revising the Sixth NDP. Elections were due in 2016, after which a new NDP would be developed by an incoming government. Globally, the draft SDGs which would replace the MDGs (which were also coming to an end in 2015) were already public and were due to be adopted by the UN General Assembly in September 2015. The UNCT had either the option to extend the UNDAF to the end of the RSNDF, or to develop a new “UNDAF” and align its end date

to that of the 7NDP. At their Strategic Prioritisation Retreat in October 2014, the UNCT and GRZ agreed on the second option and work began on what became the Partnership Framework.

Through this deliberate sequence of events where the GRZ-UN Sustainable Partnership Framework was developed before the 7NDP, the Partnership Framework remains very relevant to the national development priorities for the following reasons:

- i) Both the Partnership Framework and the 7NDP were informed by the same Vision 2030 development aspirations and the core principles of the SDGs;
- ii) Both the Partnership Framework and the 7NDP identified similar development challenges around human development, poverty and economic development and governance issues; and
- iii) The development context for Zambia had not changed between the development of the Partnership Framework in 2016 and that of the 7NDP. The development challenges outlined in the Zambia Common Country Analysis Report of 2015 remained the same.

Figure 2: Alignment of the Partnership Framework to the 7NDP and Vision 2030



An analysis of the Partnership Framework outcome results and those of the 7NDP indicates convergence of the two Development Frameworks (See Annex 1). The three Pillars of the Partnership Framework remain very relevant to the development challenges of Zambia.



CHAPTER 4

4. PARTNERSHIP FRAMEWORK COORDINATION STRUCTURES

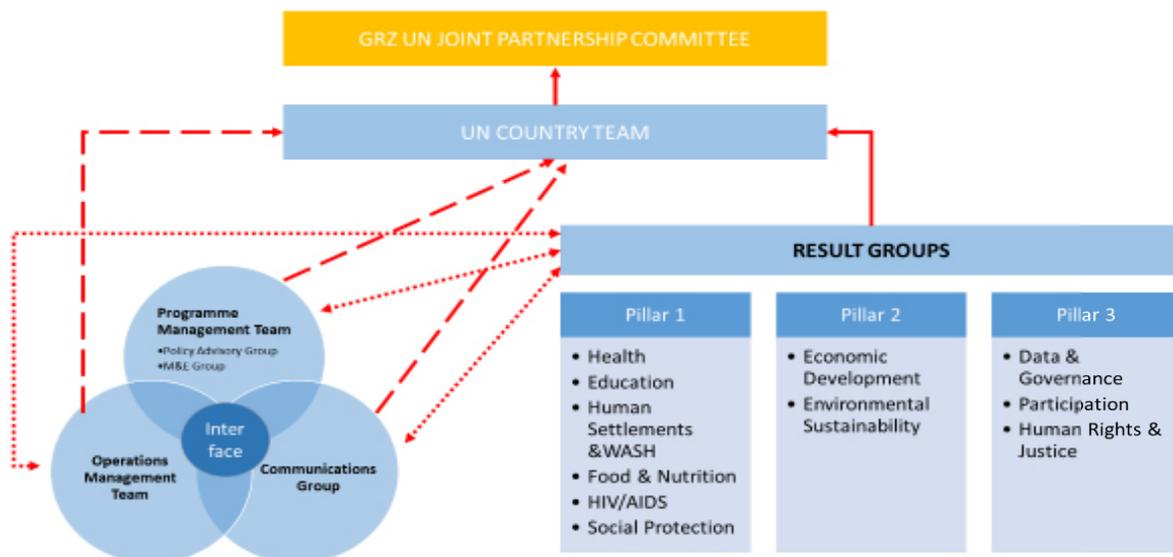
In Chapter 5 of the Partnership Framework “One Programme Management and Accountability Arrangement”, it was clearly documented that the delivery of the Partnership Framework would be jointly coordinated by the UN and the GRZ in order to ensure alignment to national priorities in line with the Paris Principles, and the efficiency and effectiveness of programmes.

For the first time the Government and the United Nations have agreed on a joint “Delivering as One” governance structure to advance “Delivering as One” implementation in Zambia. Partnership Framework Document pp. 49.

The consultation for this MTR with both the GRZ and UN agencies observed that the governance

coordination structures for the Partnership framework at Mid Term remained undeveloped with the UNCT coordinating the delivery of the Zambia -UN Joint programme without strategic cross-over to the GRZ because of the processes and time required to develop the new 7NDP and its new coordination and implementation structures. Further analysis notes that when the UN was starting to implement the Partnership Framework, the GRZ was pre-occupied with general elections (2016) and development of the 7NDP (from 2017). The Ministry of National Development Planning (MNDP), that was suggested to lead from the side of government, was still part of the Ministry of Finance. At Mid Term, the MNDP and the coordination and implementation structures for the 7NDP were just getting properly established.

Figure 3: Partnership Framework Governance Structure



Effectiveness of the Partnership Framework

The Partnership Framework Coordination

Structures: Figure 3 presents the governance structure that was approved for the coordination of the Partnership Framework. The key coordination structures were the GRZ UN Joint Partnership Committee, the interface structures (Operations Management Team-OMT and Programme Management Team-PMT) and the Results Groups. The section that follows analyses the effectiveness of these structures for the first half of the Partnership Framework.

i) GRZ-UN JOINT PARTNERSHIP COMMITTEE:

Functions: From the Government side the Ministry of National Development Planning (MNDP) was to lead in the coordination of the Partnership Framework. The key functions of the GRZ-UN Joint Partnership Committee were to provide overall direction, ensure alignment to national priorities, provide government oversight and ensure mutual accountability. **What Worked?** At Mid Term this coordination structure was more visible for the planning of Partnership Framework MTR. The MNDP participated in all the processes of the MTR. A number of factors militated against the effective operations of the GRZ-UN Joint Partnership Committee.

Noted Challenges:

- i. For the past three years when the UN was already implementing the Partnership Framework, the GRZ was pre-occupied first with the development of the 7NDP and second in the establishment of the coordination structures for the implementation of the 7NDP. The Development of the 7NDP was reported to be a massive process taking the energies of both the GRZ and UN.
- ii. The MNDP, the relevant Ministry for coordinating the Partnership Framework was also getting organised, separating from then Ministry of Finance and National Planning.
- iii. The end result of the noted challenges was a weak reporting mechanism of the UN to the Government on the performance of the

Partnership Framework. However, it should be noted that in delivering the Partnership Framework, UN agencies were in close collaboration with the relevant line ministries in respect of their projects and programmes under the Partnership Framework.

Key Recommendations

- i. For the period 2019-2021, now that the GRZ is almost settled with respect to the development of the 7NDP and establishment of 7NDP coordination structures, the UN should consider using the dissemination of the MTR as an opportunity to strengthen the effective set role of the GRZ-UN Joint Partnership Committee, increasing UN accountability of Partnership Results to the GRZ, in line with the intention written into the Partnership Framework to ensure good alignment through this Mid Term Review.
- ii. The UN should consider strengthening joint GRZ-UN planning, resource tracking and reporting on results at least annually through the NDCC structure.

PARTNERSHIP FRAMEWORK PILLAR GROUPS:

Functions: As per original design, the Pillar Groups were to provide strategic oversight and direction for Pillar Results Groups. **What Worked?** MTR consultations indicated that while the pillar chairs were appointed, the operationalisation of the pillars was not activated due to a number of factors. The Zambia UN Team is comparably very small with only 7 Heads of Agencies (other country offices have bigger UNCTs with over 20 resident Heads of Agencies). To this end activating the pillar groups would have called for more coordination meetings. Instead the UNCT agreed to focus first on establishing the Results Groups, themselves representing a new way of working against newly complex SDG-related results. At the inception of the Partnership Framework, GRZ 7NDP and its coordination structures were still under development. At mid term of the Partnership Framework, two views emerge with respect to the

importance of the pillar groups: i) with an increasing need for alignments to the 7NDP there may be need to consider the role of Pillar Groups for the Partnership Framework and ii) against the backdrop of efficient use of time, limited human resources for the UN, it may be beneficial for the UN to forgo the pillar structures, focus on Results areas that are redesigned along 7NDP pillars groups. The final position will be made by the RC and the UNCT.

RESULTS GROUPS: Functions: The function of the results groups (RGs) was to provide coherent and coordinated implementation of the Partnership Framework. This coordinating structure would also provide for implementation of programmatic activities across agencies in results groups. **What Worked?** The Results groups were functional and they provided an avenue for planning and reporting on the Partnership Framework. They also contributed to the tracking and coordination of the Partnership Framework. **Noted challenges:** While the MTR findings observed that the results groups were to some extent working, there were a number of challenges that affected their effectiveness.

- i. The results groups were anchored on outputs and did not have supportive outcome results which would encourage the results groups to report on outcomes. The outcome reporting should have been undertaken at the Pillar level according to the original design.
- ii. At the inception of the Partnership framework, a decision was made by the UNCT for results groups to be led by Heads of Agencies. The challenge was that Results Groups are multi-sectoral, cutting across silos so, by definition, a head of agency was unlikely to be a technical expert in all the issues falling under that Results Group. As such, the idea was that Heads of Agencies would be the leaders at a strategic level, in accordance with UNDAF SOPs that require results Groups to be led by Heads of Agency, and supported by senior programme officials in a mini-PMT within each Results Group, or by a lead technical expert, depending on the Results Group. At mid-term, the findings

indicated mixed views on the effectiveness of this strategy. While the strategy worked for some Results Groups, there was overwhelming feedback that the system was not an efficient use of time and the UN's comparative advantage. In instances where the Results Groups had to engage with technical staff from the GRZ, it proved difficult for a Head of Agency not in their technical lead area to engage effectively without additional support from technical personnel. The MTR findings also indicated that even among the UN there were challenges because RG leaders out of their technical expertise were unable to motivate their RG members, and many RG technical staff regarded RG work as an added extra instead of a core coordination space for their work.

- iii. The absence of GRZ participation in the UN Coordination structures reduced accountability of the UN to the GRZ; and
- iv. The tendency by some UN agencies to assign UN support staff to RG focusing on areas outside their competencies affected the vibrancy of the results groups.

Key Recommendations for Results and Pillar Groups

- i. For 2019 to 2021, the UN should consider updating the Matrix of Transformation to develop outcomes around the results groups that provide a strong linkage to the Partnership Framework Outcome Indicator Framework and are also aligned to the 7NDP outcomes. This will keep results groups focused on the key outcome areas.
- ii. The UNCT should consider consolidating the Results Groups to a smaller number aligned to the 7NDG pillar groups.
- iii. To strengthen the Partnership Framework contributions to the 7NDP outcome results, the MTR recommends the development of outcome results under the aligned RGs. The new outcome results for the aligned RGs should also be closely aligned to the 7NDP outcome results
- iv. Consider a stronger focus on outcome results and encourage UN Joint Programmes and

- result groups to commission explicit Outcome Evaluations
- v. Consider the option of making deputy Heads of agency or heads of programmes to lead results groups at 7NDP technical working group level while the Pillars are at heads of agencies level.
- vi. For the period 2019-2021, the UN should consider assigning leadership of the RGs to agencies with greater mandate and investments in respective results groups and pillar/cluster groups.
- vii. In order to strengthen the Partnership Framework results framework and also to align to the 7NDP results framework, the MTR suggests a revision of the current partnership framework results framework to include the recommended new outcome results for the suggested results groups.

Effectiveness and Efficiency of UN Governance Structures

At the start of the Partnership Framework, the UNCT approved the following governance structures to complement delivery of the programme:

- i. Programme Management Team/Programme Advisory Team
- ii. Monitoring and Evaluation Group
- iii. Operations Management Team and
- iv. UN Communication Group

The performance of these UN governance interface structures at mid-term is shared.

PROGRAMME MANAGEMENT TEAM

MTR consultation indicated that at the inception of the Partnership Framework, there was a deliberate plan to integrate programme support within each Results Group as relevant to the content of the results group. Remaining cross-cutting programme functions would be gathered into a Programme Advisory Team (PAT). The PAT consists of selected technical leads while the previous PMT consisted of Heads of Programmes in Agencies and Deputy Heads of Agencies. **Functions:** The overall function of PAT was to provide programme guidance support to the UNCT in respect of quality control across the programming functions undertaken within Results Groups. The original role of the previous PMT was to: i) ensure coherence across programme planning, implementation and monitoring; ii) conduct programme risk analysis and mitigation; iii) identify opportunities for partnership and investments and iv) scan the socio- economic environment for policy advice

and guidance. **What Worked?** The MTR Findings observed that the conceptual difference between the previous PMT and the new PAT and the programme functions within the results groups was poorly understood.

Noted Challenges

- i) As it happens in other countries, the PMT is standalone UN governance structure that oversees the effective and efficient delivery of the UN programme. Merging the role of the PMT within the delivery of results groups and leaving cross-cutting functions to the newly established PAT was not effective.
- ii) The consultation also noted that the absence of a coordinator in the RCO at some point during the review period affected effective operation of the PAT functions.

Recommendations

- i) The UN should consider programme support needs of the proposed realigned Cluster Results Groups as well as the cross-cutting needs and realign accordingly, taking into account the need for simplicity to support efficiency.
- ii) The UNCT should consider the level of leadership of the new programme support mechanism(s), including making best use of deputy heads of agency or heads of programme. The new programme structure(s) should meet on a regular schedule and report to the UNCT at least quarterly. In line with UNDAF SOPs, this structure should be led by a Head of Agency.

MONITORING AND EVALUATION GROUP

Function: The main role of the M&E group is to provide quality assurance for programme design, measurement and management. **What Worked?** The MTR findings noted that the M&E group was functional in that it reported holding meetings. The group provided quality assurance to annual monitoring reports from results groups that are shared with the RCO. The group was involved in the development of the TORs for this MTR of the Partnership Framework.

Noted challenges

- i) While the M&E group noted they provide quality assurance for the RG reports shared with the RCO, the quality of the RGs reports suggests need for technical skills for the group to raise the quality of reporting to a higher level beyond reporting on outputs and a focus on outcomes. The M&E group should have capacity enhancement on the Partnership Framework results framework and support all the results groups in sharing any new emerging data that informs the outcome indicators.
- ii) The MTR findings observed varying M&E skills levels among the members of the group. Not all members have expertise in M&E and not all agencies have explicit positions of M&E officers. In some cases, support staff were relegated to this very technical function.
- iii) There is a stronger tendency to use the Country Programme documents that are well designed with strong results framework at the expense of working with the Partnership Framework documents.
- iv) The group reported poor attendance by members. Out of 28 members, when meetings are called only about five attend.

Recommendations

- i) There is need to reform the composition of the M&E group to increase participation of senior technical/programme staff from agencies.
- ii) The UNCT should consider capacity building for the M&E staff in relevant skills (Results Based Planning and Monitoring, Tracking Outcomes and Theory of Change, among other areas).
- iii) The RCO should consider a dedicated senior

M&E specialist to support the coordination and operation of the M&E group.

- iv) The role of the M&E groups should be enhanced to include monitoring and tracking gender results across the results groups to enhance delivery of results around SDG 5. With support from a gender expert, the M&E group should first have capacity of gender equality enhanced and mainstream gender equality outcomes and indicators across all the results groups.

OPERATIONS MANAGEMENT TEAM (OMT):

Function: The role of the OMT is to ensure increased efficiency, effectiveness and coherence of business practices. **What Worked?** The OMT was operational since the inception of the Partnership Framework and has been chaired by a Head of Agency, in line with the DaO UNDAF SOPS, since 2015. The MTR findings observed some positive results as a result of the OMT. By mid-term of the Partnership Framework, the UNCT had endorsed the Business Operations Strategy (BOS). UN Zambia has some common services that include common security services, common banking, common UN clinic and duty-free bulk fuel through the UN Joint procurement. Some UN agencies (UNDP, ILO, UNFPA and UNICEF) have pooled car services. At mid-term, the Business Operations Strategy (BOS) had just been completed and endorsed by the UNCT.

Noted Challenges

- i) The MTR noted the lengthy development and endorsement of the BOS (endorsed by end 2018) which resulted in the slow operationalisation of the BOS.
- ii) The MTR finding also noted irregularity of scheduled OMT meetings thereby reducing effectiveness of the OMT.

Recommendations

- i) The UNCT should consider incentive systems for the effective operations of the OMT (for example inclusion of the One UN responsibilities in staff performance appraisal systems).

- ii) The UNCT should consider supporting the OMT to implement the BOS given that it also had a slow start. The UNCT should put mechanisms in place for closely monitoring the implementation of the BOS.

UN COMMUNICATIONS GROUP:

Function: The function of the UNCG is to ensure relevant and consistent internal and external communications. **What Worked?** Of the four inter face structures, the UNCG was the most functional, effective and visible group. The group meet regularly. The group contributed effectively to the visibility of the UN in Zambia. The UNCG supported internal and external communications.

Noted Challenges:

- i) The MTR findings observed limited capacities in appreciating indicators for SDGs despite the fact that it is an area requiring communication.
- ii) There were also limited communications skills among members who are not communications experts. Not all staff with communications responsibilities are authorised by their agencies to engage with the media.

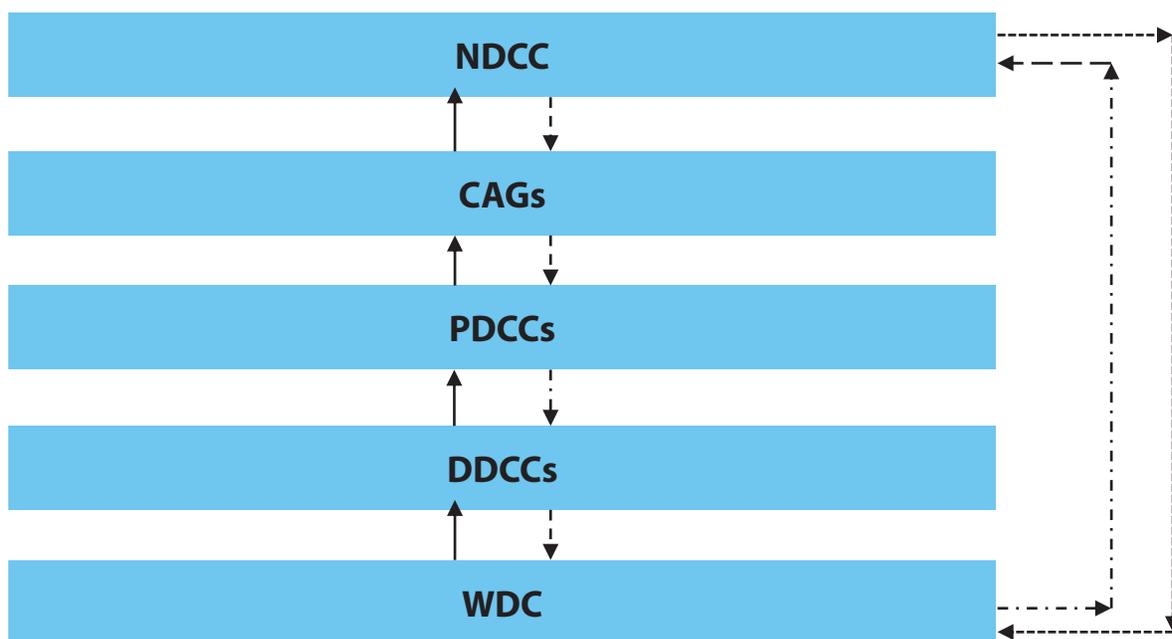
Recommendations

- i) There is need for capacity training for UNCG members to standardise skills.
- ii) There is need for on-going training in RBM, UN reforms, the contents of the Partnership Framework Results Framework for effective communication of results.

Harmonising the 7NDP & UN Coordination Structures

Organization of the 7NDP Structures: To support the implementation of the 7NDP, implementation and coordination arrangements have been established by the GRZ. These include the National Development Coordinating Committee (NDCC), Cluster Advisory Groups (CAGs), Technical Working Groups (TWGs), Provincial Development Coordinating Committees (PDCCs), and District Development Coordinating Committees (DDCCs), as well as Ward level development committees (Figure 4).

Figure 4: GRZ Coordination Structure for the 7NDP



Source: Adapted from the 7NDP (2017-2021)

Chaired by the Secretary to Cabinet, the NDCC is the highest GRZ coordination structure for the 7NDP. It is responsible for providing overall oversight and guidance on the implementation of the Plan. The MTR observed that the composition of the NDCC is diverse and multisectoral in nature. The composition of the NDCC at MTR included GRZ line Ministries, the UN, cooperating partners (bilateral and multilateral donors), private sector, civil society and other stakeholders.

CAGs are the second highest coordination structure for the 7NDP designed to address each of the developmental outcomes of the Plan under each Pillar. They are composed of members of TWGs belonging to the same pillars. As such, they are equivalent to Pillars i.e. CAGs have been established from the five development outcomes of the 7NDP commonly referred to as Pillars. The MTR learnt that the organisation of the Ministries, under the five strategic areas (Pillars) of the Plan, was such that Ministries identified their contributions to each key result area, which they later became a part of, through the CAGs. Ministries can become part of one or more of the CAGs depending on the extent of their engagement in contributing to the agenda of

each particular outcome. The Ministries coordinate the CAGs, through the leadership provided by a Permanent Secretary from among the Ministries who are members of the CAG. Directors from the member Ministries form the Technical Working Groups that operationalise the delivery of the respective strategic area. In recognising the need for inclusiveness in the development agenda, the CAGs draw additional membership from cooperating partners (UN, Bilateral and Multilateral donors) and non-state actors, such as the private sector, civil society and faith-based organisations. CAGs outline implementation of the development agenda of their respective Cluster through Cluster Implementation Plans in line with guidelines set in the Implementation Plan of the 7NDP. Each of the Key Result Areas outline programmes intended to contribute to producing the outcome of that area of focus at sector plan level as well as inform policy areas of focus for adoption at provincial and district level planning and implementation.

TWGs are subsets of the CAGs. They are composed of members belonging and contributing to closely related thematic areas within the Pillars. As at MTR, there were 11 TWGs across the 5 Pillars of the 7NDP (Table 3).

Table 3: 7NDP Technical Working Groups by Pillar

Pillar	Technical Working Group
Pillar 1: Economic Diversification and Job Creation	<ol style="list-style-type: none"> 1. Agriculture, Water, Regional and International Markets 2. Mining, Energy and Decent Work Opportunities 3. Tourism and ICT 4. Transport and Infrastructure
Pillar 2: Poverty and Vulnerability Reduction	<ol style="list-style-type: none"> 5. Poverty and Vulnerability 6. Reduced HIV/AIDS Prevalence 7. Climate Change and Disaster Risk Reduction
Pillar 3: Reducing Development Inequalities	<ol style="list-style-type: none"> 8. Reducing Regional Inequalities
Pillar 4: Enhancing Human Development	<ol style="list-style-type: none"> 9. Enhancing Human Development
Pillar 5: Conducive Governance Environment for a Diversified and Inclusive Economy	<ol style="list-style-type: none"> 10. Policy and Service Delivery 11. Transparency and Access to Justice

Other than having clusters at the sector level, clusters have been established at provincial, district and sub-district levels of 7NDP implementation, by strengthening the existing sub-committees of the PDCCs, DDCCs and establishing clusters at sub-district level. Under the 7NDP, PDCCs are composed of GRZ structures at the provincial level and, like CAGs, they also draw membership from stakeholders operating at the provincial level (non-state actors such as the private sector, civil society and faith-based organisations, among others). PDCCs play an oversight role in the implementation of district plans, with a view to ensure that districts are working progressively towards meeting the targets set in the national development plans. This is done to ensure that provincial average targets and outcomes are oriented towards meeting the benchmarks that are stipulated in the Plan. While providing oversight to districts, the GRZ provincial administrations are in an integrated manner the implementing agencies for programmes and projects derived in accordance with their functions. Provincial Planning Units provide technical backstopping, facilitate coordination of programmes and act as the secretariat to the PDCCs, and are supposed to report progress on implementation of programmes and projects to the NDCC.

DDCCs have the same structure orientation as PDCC sbut at the district level. They are composed of GRZ structures and non-state actors at the district level. DDCC are supposed to implement programmes and projects that are devolved to the districts within the tenets of decentralised planning, monitoring and evaluation as determined by municipal and district councils. The objective of this is to deal with district-specific development challenges. The districts design their own plans and monitoring and evaluation systems to promote integration of development priorities at local level to provincial and national strategic areas of focus and outcomes. Since the 7NDP is anchored on decentralisation, the Integrated Development Plans of the municipal and district councils is the basis for designing district-specific programmes while recognising the need to mainstream national programmes contained in the 7NDP and other

international development agendas. The PDCCs act as a link between the national and the district levels in providing feedback on planning, financing, implementation and monitoring of programmes and projects. District Planning Units provide technical backstopping, facilitate coordination of programmes and perform the secretariat functions of the DDCCs. The macro and sectoral level through the NDCC and other structures are supposed to provide feedback to the districts.

At sub-district level, Ward Development Committees (WDCs) undertake planning, monitoring and evaluation activities in relation to projects that are planned at that level, including those that are either at provincial or national level which will be within their locality. The institutions operate in line with the guidelines provided in the Decentralisation Policy and other regulations.

Effectiveness and Efficiency of the Coordination Between UN and 7NDP Structures: What has Worked?

In addition to supporting and participating in the 7NDP formulation processes (including the alignment of the 7NDP to the SDG Agenda and the development of the implementation and coordination structures) as mentioned above, consultations with both the GRZ and UN staff at MTR revealed that the UN has participated substantively in national and sector-wide 7NDP coordination structures (i.e. NDCC, CAGs and TWGs). The UN, though mainly as individual UN Agencies and staff, has been a member of the NDCC, CAGs, and TWGs. Through its participation in the NDCC, CAGs and TWGs, the MTR revealed that the UN has among other things helped the GRZ to: (i) enhance the policy frameworks in the sectors where the UN works as a prerequisite for effective implementation of the 7NDP; (ii) generate important data and information required for evidence-based planning and decision making; and (iii) build capacities of staff and systems. The MTR learnt that the UN, together with other partners, had supported the GRZ to undertake several national studies in order to provide data on the 7NDP performance indicators as well as support the country to fulfil the voluntary reporting requirement under the SDG Agenda. At

MTR, two key national studies, namely, the Zambia Demographic and Health Survey (ZDHS) for 2018 and the 2018 National Food Consumption and Nutrition Survey were being undertaken with support from the UN and partners. In addition, the GRZ, acting through the MNDP, had approached the UN for support towards the implementation of the 2018 Living Conditions Monitoring Survey (LCMS) which is to provide recent data on the human and economic development indicators of the 7NDP and the Partnership Framework. Further, as part of the capacity building support to the coordination structures, the UN was at MTR working with the MNDP to develop a concept note on strengthening the effectiveness of the 7NDP lower level structures, the DDCCs and WDCs.

Noted Challenges: Due to the fact that the 7NDP structures have only just been operationalised in 2018 due to delays in getting the newly created coordinating ministry (MNDP) to become functional, and because this MTR took place at the end of 2018 with a key mandate to make recommendations on how best the UN should now adapt to ensure full alignment with the 7NDP structures as they now exist, the MTR noted that participation of the UN in the 7NDP coordination structures and implementation had been to a certain extent sporadic and largely uncoordinated. The development of the 7NDP coordination structures during 2018 often led to short notice cancellation or postponement of 7NDP meetings by GRZ which made it difficult for non-government participants, including the UN, to coordinate effectively. Instead, the UN continued to interact with GRZ on the basis of agreed projects and programmes in order to maintain direction. A number of factors were noted to have contributed to this situation. Notable ones included the following: (i) inadequate coordination among UN Agencies (iii); coordination challenges within the UN coordination structures because of the prolonged wait for the 7NDP structures and the realignment process following the MTR; (iii) inadequate engagement and coordination of the stakeholders on the 7NDP by the GRZ, including ineffective communication over meetings

and frequently changing meeting schedules; (iv) Staffing gaps in the RCO at some time; (iv) delays in completing the 7NDP and establishing associated processes (e.g. the MNDP which is the leading Ministry from the side of Government on the 7NDP was still in the process of getting established even at MTR). At Mid-Term, taken together, these reasons had to a certain extent relegated the role and participation of the UN Zambia in the 7NDP processes to Agencies and in some instances to UN senior staff in their individual capacities.

Recommendations for Improving Coordination Between UN and 7NDP Structures

Based on MTR consultations and the findings, the MTR makes the following recommendations for strengthening coordination between the UN and 7NDP structures going forward:

- i) The UN should put in place firm and binding modalities for engaging with the 7NDP coordination structures. This process should start with the UNCT agreeing on binding standard procedure(s) for engaging with GRZ and 7NDP coordination structures⁹.
- ii) For meaningful contributions from the UN in the NDCC, the UN participation in and engagement with the NDCC should be reserved for the RC, supported by the UNCT. To operationalise and ensure active engagement at this level, besides the scheduled NDCC meetings under the 7NDP, separate bi-annual meetings between the NDCC and RC/UNCT are proposed to share progress on both the Partnership and the 7NDP, and to identify new areas of future mutual collaboration. The UN should also use this platform to continuously update GRZ on the reforms taking place in the UN. To support this process, the MTR proposes that the RC is briefed by the UNCT/UN Cluster Advisors on progress under each CAG ahead of each NDCC meeting.
- iii) Regarding CAGs, UN participation in and engagement with the second highest 7NDP coordination structure (CAGs) should be restricted to the UN Cluster Advisors/CAGs to be suggested by the UNCT from among the

9. The proposed detailed alignment and modalities of engagement between the 7NDP and the UN coordination structures is attached in Annex 2.

agencies. The MTR proposes that each UN CAG should have a Lead and Deputy Lead Agency to provide leadership and strategic direction. As noted above, for effective coordination, the UNCT should agree on leadership of CAGs according to agency mandate and level of engagement in the thematic areas relevant to the respective 7NDP CAGs. Like for the engagement between the RC/UNCT and NDCC, separate quarterly meetings are proposed between 7NDP and UN CAGs to share progress on both Partnership Framework and the 7NDP as well to discuss areas of collaboration. In addition, quarterly briefings are proposed by the UN Cluster Advisors to the UNCT to provide an avenue for them to share their experiences on the engagement with the CAGs and GRZ. For effective engagement with the 7NDP CAGs, the UN CAGs should be supported by relevant UN TWGs. The MTR recommends that UN TWGs should report to relevant CAGs ahead of the 7NDP CAG meetings. In turn, the UN

CAGs should report to the next UNCT meeting following a 7NDP CAG meeting. Further, the MTR recommends that UN CAGs/ Cluster Advisors should convene ahead of each NDCC meeting to prepare briefing/process updates for the RC/UNCT.

- iv) For TWGs, UN participation in and engagement with TWG should be reserved for the UN technical experts (programme staff, M&E, senior technical experts from UN Agencies) with the mandate of chairing the UN TWGs. Following participation in the 7NDP TWG meeting, the Chair of the UN TWG should report to the UN Cluster Advisors/CAGs in preparation for the CAG meeting.
- v) To assure effective engagement with the GRZ and 7NDP coordination structures, for the period 2019-2021, the UN should also work out a system where all engagements with GRZ are done through the RCO and then out to the UNCT.

Table 4: Summary Modalities of UN Engagement with 7NDP Coordination Structures

7NDP	Proposed UN Participation	Comments
NDCC	Level: RC represents the UN. UNCT members attend	UN RC represents the UNCT at the NDCC meeting based on the inputs from Cluster Advisors/UNCT UNCT members attend NDCC meetings RC leads the UNCT in bi-annual meetings with GRZ to confirm UN support to the 7NDP through the Partnership Framework
CAGs	Level: Heads of Agencies. UN TWG Chairs attend	UN Cluster advisors meets to prepare or agree on input for 7NDP CAG meetings based on inputs from UN TWG Report periodically to UNCT meetings, including to prepare collective UN inputs to bi-annual NDCC meeting for RC/UNCT
TWGs	Level: Head of Prog, Technical Experts, M&E etc.	It meets to prepare collective UN inputs to 7NDP TWGs meetings Reports to Cluster Advisors on progress/issues It prepares cluster advisors input to 7NDP CAG meetings

2019 -2021 Partnership Framework Coordination and Management Structures

After the draft MTR was shared with the members of the UN agencies. Through a retreat held from 11-13 February 2019, the UNCT deliberated on the findings and made recommendations for coordination and management structures for the implementation of the Partnership Framework during the remaining period 2019-2021.

UN in Zambia Participation in Formal Structures of the 7NDP

Participation of the UN in Zambia in the 7NDP as recommended as follows:

NDCC: the UNRC participates in the NDCC and represents the UN, supported by UNCT members who also attend.

CAGs: the UNCT Results Group Chairs participate in CAGs, supported by Technical Leads from the Results Group, who also attend.

TWGs: UNCT Results Group Technical Leads at Deputy Head of Agency/Head of Programme level participate in the TWGs.

UNCT Results Groups Aligned to the 7NDP

Five Results Groups aligned to the 7NDP were recommended in line with the recommendations of the draft MTR.



Table 5: 7NDP-Partnership Framework Results Groups 2019-2021

7NDP Coordination Structures	UNCT Results Group	UN areas of work at technical level	Participating UN agencies
<p>CAG1: Economic Diversification and Job Creation</p> <p>TWG1: Agriculture, Water, Regional and International Markets</p> <p>TWG2: Mining, Energy, Decent Work</p> <p>TWG3: Tourism, ICT</p> <p>TWG4: Infrastructure and Transport</p>	<p>Economic Diversification and Job Creation</p> <p>Co-chairs: ILO, FAO</p>	<p>Agriculture, Tourism, Mining, International Cooperation and Trade</p>	<p>IFAD, WFP, UNDP, IOM, ILO, FAO, UNECA</p>
<p>CAG2: Reducing Poverty and Vulnerability</p> <p>TWG5: Poverty and Vulnerability</p> <p>TWG6: Reducing HIV/AIDS Prevalence</p> <p>TWG7: Climate Change and Disaster Risk Management</p>	<p>Reducing Poverty and Vulnerability</p> <p>Co-chairs: UNAIDS, UNICEF and UNHCR</p>	<p>HIV/AIDS/SRHR, Social Protection, Disaster Risk Reduction (DRR), population displacement and Refugees</p>	<p>WFP, ILO, UNFPA, IFAD, FAO, IOM, UNICEF, UNDP, UNESCO HIV-UNJT, HIV-UNJT (UNAIDS, WHO, UNICEF, UNDP, UNFPA, UNHCR, ILO, IOM, WFP, UNESCO, UNODC),</p>
<p>CAG3: Reducing Developmental Inequalities</p> <p>TWG8: Reducing Regional Inequalities (<i>promote Integrated Rural Development; promote urban and peri-urban economies; reduce gender inequality; enhance income opportunities for poor and marginalised communities</i>)</p>	<p>Reducing Developmental Inequalities</p> <p>Co-chairs: UNHABITAT and UNESCO</p>	<p>Equitable human habitation (urban and peri-urban)</p> <p>Sustainable resettlement</p> <p>Gender inequality</p> <p>Human trafficking</p>	<p>UNFPA, UNHABITAT, WFP, ILO, UNODC, UNAIDS, UNDP, IOM, UNESCO, UNICEF</p>
<p>CAG4: Enhancing Human Development</p> <p>TWG9: Enhancing Human Development (<i>Health and health-related services; improved education and skills development; improved access to water supply and sanitation</i>)</p>	<p>Enhancing Human Development</p> <p>Co-chairs: WHO, WFP and UNFPA</p>	<p>Health (including SRHR), WASH, Food Security & Nutrition, and Education</p>	<p>WFP, UNAIDS, IOM, IFAD, FAO, UNESCO, UNODC, UNICEF</p>
<p>CAG5: Governance and Human Rights</p> <p>TWG10: Policy and Service Delivery</p> <p>TWG11: Transparency and Access to Justice</p>	<p>Governance and Human Rights</p> <p>Co-chairs: UNDP and UNODC</p>	<p>Good governance and human rights</p>	<p>UNAIDS, ILO, UNODC, UNDP, IOM, UNICEF</p>

Leadership and Participation: Each Results Group will be co-chaired by two UNCT members, or three if the scope of the Results Group is very broad. All agencies may participate in the Results Groups at technical level according to mandate. Each Result Group will establish working modalities; set up its own secretariat; form technical sub-groups as required, and select sub-group leads; and outline its schedule of internal meetings, in consultation with RCO and PMOG.

Action: RCO to draft letters of appointment to Results Group Chairs. Results Group Chairs to convene their Results Groups to draw up its Terms of Reference and modalities etc, supported by RCO and PMOG.

Purpose: The Results Group Chairs will lead the coherent design and implementation of UN in Zambia responses to national humanitarian and development priorities as expressed through the 7NDP. The Results Group Chairs will engage regularly with the Theme Group Chairs to ensure coherence, and report regularly to the UNCT through the consolidated inputs of the PMOG. The Results Group Chairs will also engage at policy advisory and strategic level with government and other counterparts on priority issues for the respective Results Group. The Results Group Chairs will represent the UN in Zambia at formal 7NDP CAG meetings and with the CAG Chairs as required between formal meetings, drawing on inputs from the technical level led by Deputy Heads of Agencies/Heads of Programmes, and will report back regularly to the RC and UNCT. The Results Group Chairs, through the UNCT, will brief the UNRC on the collective UNCT position to be taken at NDCC meetings and at GRZ-UN Steering Committee meetings.

UN engagement at the 7NDP TWG level should be led by Deputy Heads of Agencies/Heads of Programme, who report to and advise the Result Group Chairs.

UNCT Theme Groups

The UNCT decided to establish three new Theme Groups to address cross-cutting issues, provide policy advice and strategic guidance, and ensure good adherence to programming principles. These Theme Groups, as set out in Table 6 are: i. Leave No One Behind, ii. Humanitarian-Development Nexus, and iii. Data.

Leadership and participation: Each Theme Group will be co-chaired by two UNCT members. All agencies may participate in the Theme Groups at technical level according to mandate. Each Theme Group will establish working modalities; set up its own secretariat; form technical sub-groups as required, and select sub-group leads; and outline its schedule of internal meetings, in consultation with RCO and PMOG.

Action: RCO to draft letters of appointment to Theme Group Chairs. Theme Group Chairs to convene their Theme Groups to draw up its Terms of Reference and modalities etc, supported by RCO and PMOG.

Table 6: UNCT Theme Groups 2019-2021

UNCT Theme Group	UN Areas of Work	Participating UN agencies	Connection to 7NDP and other government or national structures
<p>Leave No One Behind</p> <p>Co-chairs: IOM and UNFPA</p>	<p>Equality, non-discrimination and equity;</p> <p>Focus on:</p> <p>Gender</p> <p>Human Rights</p> <p>Youth</p> <p>Prisoners</p> <p>Persons with disabilities</p> <p>Elderly</p> <p>Migrants and Refugees (among others)</p> <p>(Human Rights Based Approach to Programming, including evidence base/ disaggregated on those 'left behind')</p>	<p>UNDP, WFP, UNAIDS, IFAD, UNHABITAT, UNODC, UNFPA, IOM, UNESCO, FAO, UNHCR</p>	<p>As a cross-cutting theme group, the Leave No-one Behind Theme Group will have connections to work across the 7NDP, with particular focus on areas of Clusters 2 (reducing poverty and vulnerability), 3 (reducing Inequality) and 5 (Governance and Human Rights).</p> <p>It also has linkages to the SDG reporting Sub-Committee given the central place of LNOB in the 2030 agenda.</p>
<p>Humanitarian-Development Nexus</p> <p>Co-chairs: UNHCR and UNDP</p>	<p>Refugees</p> <p>Migrants</p> <p>Sustainable settlement (of former refugees/new permanent residents) in Zambia</p> <p>Crisis response and prevention (DRR)</p>	<p>UNDP, WFP, IFAD, UNHABITAT, UNFPA, IOM, UNESCO, FAO, UNICEF, ILO, UNHCR, WHO</p>	<p>Ministerial and National Steering Committees</p> <p>COR</p> <p>DMMU</p>
<p>Data</p> <p>Co-chairs: UNFPA, UNICEF and UNAIDS</p>	<p>Generation and in-depth analysis of disaggregated data for evidence-based development at national and sub-national levels</p> <p>7NPD and SDG Monitoring</p> <p>Strengthen civil registration and vital statistics</p> <p>Coordination of UN support to the National Statistical System e.g. 2020 Census and Surveys</p>	<p>UNICEF, UNADIS, UNDP, UNESCO, WHO, ILO, FAO, UNHCR, IOM</p>	<p>7NDP Data Sub-Committee, SDG Reporting Sub-Committee and the Means of Implementation Sub-Committee</p>

Purpose: The Theme Group Chairs will lead the coherent design and implementation of UN in Zambia policy and strategic interventions in relation to the two themes. Programmatic interventions will be undertaken via the relevant Results Group. For example, the Leave No One Behind Theme Group will lead work to design a coherent UNCT Gender Strategy which will then be expressed via programmatic work in the Results Groups such as the new Joint GBV programme, reporting under Results Group 3 (Reducing Developmental Inequalities). The Theme Group Chairs and Results Group Chairs will engage regularly to ensure coherence, and report regularly to the UNCT. The Theme Group Chairs will also engage at policy advisory and strategic level with government and other counterparts.

Partnership Framework Governance Structures

The UNCT noted that throughout 2018 the government had worked to establish the 7NDP structures and processes, from the NDCC, horizontally out through CAGs and TWGs and

vertically down through Provincial Development Coordination Committees and District Development Coordination Committees. This, together with the proposed realignment of UNCT Results Groups and UN work, could now enable the government-UN high level governance structures foreseen in the Partnership Framework. The UNCT agreed to propose to government that the Joint Government-UN Steering Committee should take place annually between the government led by the Minister of National Development Planning with relevant line ministries, and the UNCT led by the UNRC. The meeting could take place after the end of year NDCC meeting which discusses annual progress, and ahead of the second NDCC meeting which sets the 7NDP programme for the year ahead. The exact details are for discussion and agreement with government.

Action: RC to engage with MNDP.

Partnership Framework Management Structures:

The UNCT recommended four Management Groups as shown in Table 7.

Table 7: UNCT Partnership Framework Management Groups

UNCT Management Group	Co-Chairs	UN Agency Participation
Programme Management and Oversight Group	Level: Deputy Head of Agency Co-chairs: UNICEF, UNHCR	UNDP, WFP, UNAIDS, IFAD, UNHABITAT, UNOCDC, WHO, UNFPA, FAO, IOM, UNESCO
Monitoring and Evaluation Group	Level: Technical Co-chairs: ILO, UNESCO	UNDP, WFP, UNAIDS, IFAD, UNHABITAT, WHO, UNFPA, IOM, UNICEF, UNESCO
Operations Management Team	Level: UNCT Co-chairs: UNDP, ILO	UNDP, WFP, UNAIDS, IFAD, UNHABITAT, UNOCDC, WHO, UNFPA, IOM, ILO, FAO, UNICEF, UNESCO
UN Communications Group	Level: UNCT Co-chairs: FAO, UNESCO	UNDP, WFP, UNAIDS, IFAD, UNHABITAT, UNODC, WHO, UNFPA, IOM, FAO, UNICEF, UNFPA, UNHCR, UNIC, UNESCO, UNECO, ILO

Programme Management: The UNCT has decided to revitalise programme coordination at Deputy Head of Agency/Head of Programme level through establishing a Programme Management and Oversight Group (PMOG). Leadership and participation of the group is set out in Table 3 below. This Group will not duplicate programming activities undertaken within the five Results Groups but will enable coherence on cross-cutting issues, uniform application of programming principles, quality control on progress, including costing, allocation of funds and identifying funding gaps, as well as cross-cutting risk management (risks being both financial and outcome-related). This Group will reach across to the Operations Management Team to ensure a harmonised approach to supporting the collective work of the UN in Zambia, in support of national development and humanitarian priorities, and in line with the UN Reform agenda. The Programme Management and Oversight Group will meet monthly ahead of the UNCT meetings and will brief the UNCT on progress and risk management issues relating to Programme. The Programme Management and Oversight Group will manage the Monitoring and Evaluation Working Group.

Action: RCO to draft letters of appointment to the new Co-chairs of PMOG. PMOG to convene, with the M&EWG (see below), to draw up Terms of Reference and modalities, supported by RCO.

Monitoring and Evaluation: . The UNCT decided that the Monitoring and Evaluation Working Group will continue its current pattern of monitoring and evaluation work, under the guidance and management of the Programme Management and Oversight Group, as set out in Table 7.

Action: RCO to draft letters of nomination to M&EWG members to renew their membership and clarify the relationship with PMOG. The M&EWG members to participate in the meeting with the PMOG referred to above to draw up Terms of Reference and modalities, supported by RCO.

Operations: The UNCT decided that the Operations Management Team shall continue to function, with two UNCT co-chairs at Head of Agency level, as set out in Table 3 below. This leadership will rotate annually. This Team will reach across to the Programme Management and Oversight Group to ensure a harmonised approach to supporting the collective work of the UN in Zambia, in support of national development and humanitarian priorities, and in line with the UN Reform agenda. This Team will meet monthly and will brief the UNCT on progress on the Business Operations Strategy and on risk management issues relating to Operations.

Action: RCO to draft letter of appointment for new Chair of the OMT. OMT Co-chairs to convene the OMT to agree updated Terms of Reference and modalities.

Communications: The UNCT has decided that the UN Communications Group shall continue to function under UNCT chairmanship. There shall be two co-chairs, with at least one co-chair at resident Head of Agency level. This leadership will rotate annually. The UNCT noted that instructions are awaited from the global level in respect of the alignment of all UNIC offices with RCOs. UNCG Zambia will hold a retreat shortly.

Action: RCO to draft letter of appointment for the new Co-chairs. UNCG to discuss revised Terms of Reference and modalities.

Resource Mobilisation

The UNCT agreed that there should be a joint budgetary framework and a joint annual resource mobilisation plan and undertook to ensure that information was provided for it and in particular they agreed to share information on existing donor and core funding commitments. The team agreed to share any existing partner mapping and to support a further exercise for comprehensive partner mapping, including non-traditional partners and the private sector. It also agreed on the need for transparency and for resource mobilisation to be undertaken in accordance with

agreed modalities (jointly wherever possible) and to ensure that staff members understood that they should approach resource mobilisation in the same manner and that Delivering as One is the norm. The UNCT further resolved to hold a Town Hall meeting (or several sequenced Town Hall meetings) to ensure that all staff received the message about coherence. This could be done in the wider context of UN Reform.

Action: RCO to follow up with UNCT/PMOG on partner mapping, Town Hall meeting(s).

The UNCT noted that joint resource mobilisation is often easier in Joint Programmes but also agreed that there should be compliance with the UNDG guidelines of 3-4 agencies per joint programme, according to mandates and contribution to the development, resource mobilisation and implementation of the programme.

Action: Programme Management and Oversight Group, and RCO.

The UNCT agreed to review and update the current Code of Conduct including strengthening the section on resource mobilisation.

Action: RCO to take forward

UNDP offered to provide a consultant to map the financial data on resourcing of the Partnership Framework over the last three years and to pull together a draft Joint Resource Mobilisation Plan for the remaining three years.

Action: UNDP, in coordination with RCO



CHAPTER 5

5. EFFECTIVENESS

This chapter presents an analysis of effectiveness of the Partnership Framework looking at six broad areas: i) Degree of accomplishment of planned outcome results; ii) effectiveness of monitoring and evaluation mechanisms; iii) responsiveness of the UN to emerging development priorities; iv) application of the UNDG guidance principles for delivery of the GRZ-UN Zambia Sustainable Partnership Framework programme; v) adequacy of technical and financial resources and vi) added value of the Partnership Framework to the UNDAF modalities.

5.1 Degree of accomplishment of Planned Outcome Results

The discussion of performance of planned outcomes will be organised around the 3 pillars and 11 results groups. The outcome indicators for the Partnership Framework will be the basis of analysis for the performance of the Partnership framework. The data to inform analysis of the outcome results is informed by results groups monitoring reports, other evaluation reports shared by UN agencies and consultations from the stakeholders. The analysis takes into consideration the baseline, current status of indicators and the targets. Where there is no quantitative data on the status of the indicators, its assessment is based on the Qualitative Assessment of the Status of Current Initiatives (QASCI) implemented under the Partnership Framework.

Pillar 1 - Inclusive Social Development

Pillar 1 has six Results Groups as follows: Result Group 1 - Health; Result Group 2 - Education; Result Group 3 - Human Settlements and Wash; Result Group 4 - Food and Nutrition Security; Result Group 5 - HIV/AIDS and SRH & R; and Result Group 6 - Social Protection.

Results Area 1 - Health

Development challenges and UN Contribution to the Health Sector: As of 2016, the burden of ill-health and large family sizes compromised the capacity of poor households to avoid poverty. There was a leading rise in non-communicable diseases (NCDs) including cardiovascular diseases and diabetes among women. NCDs were then estimated to account for a total of 26% of deaths in Zambia. Most poor households had limited access to quality and affordable health. In response, the UN pledged to work in partnership with GRZ and other stakeholders to provide quality integrated policy advice, strengthen health delivery in public

institutions, promote healthy behaviours and reduce harmful practices¹¹.

UN CONTRIBUTION TO POLICY FRAMEWORKS AND CAPACITIES

UN Contribution to Policy Frameworks: The Health Results Group recorded significant progress in supporting the GRZ with the development of relevant policy frameworks for the Health Sector between 2016 and 2018. The following are some of the key policy achievements: Pregnancy, Childhood, Postpartum & New-borns Care (PCPNC) policy in 2016; the National Health Strategic

11. Zambia-United Nations Sustainable Development Partnership Framework (2016-2021).

Plan 2017-2021; National Malaria Elimination Strategy 2017-2021; Community Health Strategy 2017-2021; Policy Guidelines on Neighbourhood Health Committee Guidelines and the National Emergency Preparedness and Response Plan; Mental Health Bill; Traditional Complementary and Alternative Medicines Bill; Nurses and Midwives Amendment Bill; National Alcohol Policy and The Social Health Insurance Bill¹². The UN supported the government to develop the Treatment Guidelines for Non-Communicable Diseases (NCD) and completion of the NCD strategic Plan.¹³ With the UN support, the GRZ developed the Expanded Programme on Immunisation (EPI) Communication Strategy through cluster-based planning and implementation and the creation of demand for maternal child health services to ensure access to effective and timely services.

UN Contribution to Capacities for the Health Sector

Health System Strengthening- Infrastructure:

Through the Reproductive, Maternal, Newborn, Child and Adolescent Health (RMNCAH) Trust Fund Project launched in 8 Central Province Districts, the UN provided support for 10 ambulances, 51 motorbikes and 1 blood bank vehicle. RMNCAH high impact interventions included provision of medical equipment and rehabilitation of 33 health facilities. The UN also supported strengthening of routine immunization including measles Rubella campaign and the Cholera, Anthrax, Meningitis and Typhoid outbreaks.

Capacities for Health Personnel: In the spirit of leaving no one behind, UN took its capacity building mission to the grassroots and supported the training of community volunteers in all 19 districts of Central, Copperbelt and Lusaka Provinces. These volunteers included Safe Motherhood Action Groups (SMAGs), Integrated Community Case Management (ICCM) and Community Based Development (CBD) Peer Educators. All trained community volunteers were provided with working tools and materials that

included bicycles, raincoats, gumboots, *Chitenge* material and bags. Support was also given to Civil Society Organisations (CSOs) in the development of Change Agents Manual for Information Dissemination and Education Rights Holders. Training of Trainer of Trainers (TOTs) in mentorship and management of NCDs was done in five provinces together with the review of the Package of Essential NCD Interventions for low resource settings.

RESULT AREA 1 CONTRIBUTION TO OUTCOME INDICATORS

Table 8 shows the relevant outcome indicators for the health sector. **Good progress was recorded for the Zambia Health System Strengthening Programme:** Through the support of development partners, the UN is implementing the Zambia Health System Strengthening Programme in Western and Central Provinces which started in 2016 and is estimated to end by 2021.

1, 645 health workers trained, of which 48% were community-based volunteers:

As of June 2018, provincial and district teams had trained 1, 645 health workers of which 48% were community-based health volunteers and distributors working in reproductive, adolescent and child health and nutrition. Outreach services to communities have increased as has supportive supervision and mentorship. Procurement of vehicles, equipment and solar fridges and maternal health kits for newly delivered mothers had commenced at mid-term of the Partnership programme.¹⁴

12. Republic of Zambia Ministry of National Development Planning: 2017 Annual Progress Report 7ND: 2017-2021

13. UN-Zambia, Result Group 1- Health- Complied Result Group Narrative summaries for 2016, 207 and 2018.

14. Annual Review – Post April 2018, <http://devtracjer.dfid.gov/projectd/GB-1-204640/documents>

Table 8: Status and Rating of Health Outcome Indicators

Pillar 1: Inclusive Social Development					
Outcome 1.1: By 2021 Government Partners Deliver Equitable Inclusive quality and Integrated social Services Outcome 1.2: By 2021 marginalized and vulnerable populations in Zambia demand and utilise quality and integrated services					
Result Group 1: Health					
Relevant Outcome Indicators	Baseline % / No.	Status (2017/18)	Target 2021	Outcome Performance	Rating Towards SDGs
1. Proportion of birth attended by skilled health personnel	64%	QASCI	80%	■	■
2. Maternal Mortality	398/100 000 DHS 2014	QASCI	111/100000	■	■
3. Coverage of children fully immunised by 1 of age	89% (2015)	92% (2017) ¹	80%	■	■
4. NCD Induced deaths	33% (2016) ²	No Data	20%	■	■
Overall Outcome Rating				■	■

Participating UN Agencies: IOM, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF and WHO

Key	■	On Track	<ol style="list-style-type: none"> 1. <i>Ibid</i> 2. <i>National Assembly of Zambia (2018) WHO quoted in "Report of the Committee on Health, Community Development and Social Services for the Second Session of the 25th National Assembly"</i>
	■	Partially on Track	
	■	Off Track	

UN Joint Programme for ZHSSP leverages high level policy and makes huge savings of 8 vehicles and £ 13 858.92 on procurement vehicles:

Delivering through the UNJP provided a measure of continuity in technical and financial support to MoH at a time of great change. This enabled the ZHSSP to leverage high level policy shaping and the UN’s credibility and influence on the government to make significant progress towards programme objectives. UNJP procured vehicles on behalf of the provincial and district health teams to leverage favourable pricing obtainable through the UN system. The UN purchased 35 vehicles against a plan of 27, achieving greater than expected savings and ensured that at least one vehicle could be provided per district, including the allocation of a vehicle to the new district reassigned to Central province by GRZ in May 2018, four vehicles for hospitals, two for provincial health teams and one for the RMNCAH&N unit at national level. The cost savings of £ 13, 858.92 per vehicle was accrued through: i) UN Procurement

negotiated rates; ii) discounted rates obtained with UNOPs for UN bulk procurement, and iii) additional discounts from freight forwarding companies accredited to the UN.

Child Immunisation targets increased from 89% in 2016 to 92% in 2017: The immunisation targets for 2021 were surpassed by mid-term. UN supported the Expanded Immunisation and Integrated Management of Childhood Diseases Programmes. New vaccines have been introduced (Rubella vaccine now part of routine immunisation) to reduce major child killers such as Pneumonia, Malaria, Diarrhoea and Malnutrition. The Child Health Week initiative has increased the coverage of children reached with high impact Integrated Management of Childhood Illnesses (IMCI) through both facility and community health workers. Heightened activities promoting testing and treatment contributed to the number of HIV-positive children being put on treatment¹⁵. To increase the proportion of people living within 5km

of a health post, by end of 2017 UN and GRZ jointly constructed 275 fully functional health posts.¹⁶

Maternal Health

Good progress was recorded on effort to address maternal mortality. However at Mid Term, the ZDHS was still in process to provide performance indicators.

With the help of the UN, the health sector continued to put in place strategies aimed at reducing maternal mortality rate from 398/100 000 in 2014 to less than 111/100 000 by 2021. The GRZ-UN partnership revived regular maternal death surveillance and strengthened response systems to prevent maternal mortality at all levels. It also strengthened maternal death notification systems and provinces are now able to receive notifications on a weekly basis. Strengthening of the mentorship programme through training of Emergency Obstetric and New-born Care (EmONC) was carried out in all 10 Provinces. The Ministry of Health developed the EmONC curriculum and standardized its mentorship tools to improve the quality of service. With the help of the UN the Ministry of health, through the General Nursing Council, GRZ updated and began the implementation of the training curriculum for nurses and midwives to enrich modules in reproductive, maternal, neonatal, child health and nutrition (RMNCH & N)¹⁷. At mid-term, the ZDHS was still in progress and could not provide comparative data for assessments of performance in this area.

Progress towards contributing to the achievement of the SDGs for the Health Sector:

The relevant SDG for the Health sector is SDG 3 - Good Health and well-being.

Maternal Mortality: The relevant SDG indicator target is to reduce global mortality ratio to less than 70/100 000 live births by 2030. The GRZ-UN targets for this indicator by 2021 is 111/ 100 000 live births. If Zambia achieves the planned target by 2021, the country is more likely to attain this target. If the GRZ

continues on the planned trajectory for ZHSS, the country increases its likelihood to attain the 2030 target for this indicator.

Child Immunisation: The global SDG indicator seeks to end preventable deaths of new born and children under 5 years of age, with all countries aiming to reduce neo-natal mortality to at least as low as 12/1000 live birth and under 5 mortality to at least 25/1000 live births. The GRZ target for 2021 set at 35/1000 if attained can put the country on the right track for attaining the global SDG targets for 2030.

NCD Induced deaths: WHO noted that in 2016, 33 percent of all death for all ages in Zambia were due to NCDs compared to 23% in 2014.¹⁸ These trends are worrisome as they are surpassing HIV related death. Zambia is currently experiencing a major increase in the burden of NCDs. The common NCDs include cardiovascular diseases, diabetes mellitus (type II), cancer, chronic respiratory diseases, epilepsy, mental illness, oral health, eye diseases, injuries (burns and traffic accidents), and sickle cell anaemia. Although the Ministry of Health conducted a routine assessment of prevalence and incidence of NCDs, no statistical data is available¹⁹.

Key Recommendations for the Health Sector

- i. **Maternal Health:** The UN should consider intensifying its engagement with the government and partners on Comprehensive Abortion Care within Zambia's legislative framework given the chilling effect of global policy.
- ii. **ZHSSP:** There is need for the UNJP to consider an explicit exit strategy from provincial and district levels that would ensure GRZ ownership and future sustainability of programme benefits.
- iii. **Attention to NCDs:** Against the backdrop that the NCD constitute about 26% of deaths, the UN should consider concerted effort to support the GRZ in implementing the strategy on NCDs for the period 2019 to 2021.
- iv. **SDGs and Outcome Indicators:** The UN should consider inclusion of maternal mortality, neo-natal mortality and NCDs in Pillar 1 outcome indicators in order to be more aligned to SDG targets.

15. 2017 Annual Progress Report 7NDP

16. Ministry of National Development Planning-2017 Annual Progress Report Seventh National Development Plan

17. Ibid

18. National Assembly of Zambia (2018) Report of the Committee of Health Community Development and Social Services for the second session of the 25th National Assembly.

19. GRZ (2017). 7NDP Annual Progress Report.

Results Area 2 – Education

Development Challenges and UN contribution:

One of the major challenges that the education system faces is the low quality of education as evidenced by low performance results in the National Assessment Surveys. To improve quality, focus of the GRZ will be on enhancing the development of literacy and numeracy skills in learners, especially at primary education level, through implementation of the revised curriculum. Priority will also be given to the procurement and supply of learning and teaching materials (including ICT) and upgrading teacher competences. The refugee influx in Luapula province was an emerging risk that required immediate attention of the GRZ. There were over 4,000 children of school-going age without any educational intervention in place. Towards supporting GRZ's objectives in the Education sector under its 7NDP, the UN committed to, among others:

- i. Ensuring that children from vulnerable households access quality education and adequate nutritious food through the school feeding programme;
- ii. Advocating for the benefits of school feeding to strengthen enrolment and retention in targeted schools has taken place;
- iii. Strengthening the quality, delivery and effectiveness of Comprehensive Sexuality Education (CSE) curricula to ensure that they are evidence based-gender transformative, and age- and culturally appropriate;
- iv. Supporting strategy development and implementation for Out of School Children (OOSC) and Children With Special Education Needs (CSEN);
- v. Conducting advocacy and evidence generation on vulnerable populations, including adolescent girls, OOSC and CSEN;
- vi. Supporting local communities in targeted areas

- to advocate with local authorities and policy makers for the elimination of child labor; and
- vii. Supporting interventions empowering adolescent girls and learners from rural communities to access and demand their right to education.

UN CONTRIBUTION TO POLICY FRAMEWORKS AND CAPACITIES

UNJP Contribution to policy frameworks: The UNJP Results Group on Education supported a number of policy initiatives that included: Development of an integrated ECD policy and M&E Framework; Support to the successful finalization of the 2018-2021 Education Sector Strategic Plan; Review of the School Health and Nutrition Policy; and Development of the Comprehensive school Health Policy.

UN contribution to capacity development: In the area of education the UN made significant contributions towards the capacity strengthening of GRZ and partners for the effective implementation of education interventions. The capacity building areas supported include: i) Early simulation and parenting education integrated in early childhood development platforms across health, education and child protection sectors; ii) A total of 1,469 head teachers (making a total of 5,904 since 2014) were oriented in CSE management at school level in 2017 from Luapula and North-West provinces, including Parents-Teachers Associations; iii) Supported the Ministry of General Education to develop CSE learner and teacher books which launched in May 2016; iv) Establishment of Early Childhood Development Action Network; and v) Supported 1,585 teachers, 816 school administrators, 80 Zonal In-service Coordinators and 447 mentors in Catch-up methodology.

Table 9: Status and Rating of Education Outcome Indicators

Pillar 1: Inclusive Social Development 1					
Outcome 1.1: By 2021 Government Partners Deliver Equitable Inclusive quality and Integrated social Services Outcome 1.2: By 2021 marginalized and vulnerable populations in Zambia demand and utilise quality and integrated services					
Result Group 2: Education					
Relevant Outcome Indicators	Baseline % / No.	Status (2017/18)	Target 2021 SDG Targets	Rating Outcome Performance	Rating Towards SDGs
1. Proportion of grade 1 entrance with 1 to 3 years of organised pre-schooling	7%	26.1%	30%		
2. Proportion of learners at or above minimum standard of achievement in grade 5 national assessments (English/ Mathematics)	English Boys 32.01% Girls 33.23%	47.8%	40%		
	Mathematics Boys 36.05% Girls 35.64%	36.7%	49% 42% 42%		
3. Completion rates at grades 9 and 12 (boys/Girls)	Gr 9 Boys 65.9% Girls 57.1 %	38.2%	75%		
	Gr 12 Boys 34.1 % Girls 27.9%		40.9% 35.7%		
Overall Outcome Rating					

Participating UN Agencies: ILO, UNICEF, UNHCR, UNFPA, WFP, UNESCO

Key		On Track
		Partially on Track
		Off Track

Source: MNDP, 2018, 2017 Annual Progress Report Seventh National Development Plan (7NDP: 2017-2021) "Accelerating Development Efforts towards Vision 2030 without Leaving Anyone Behind" Detailed Report.

RESULTS GROUP 2 CONTRIBUTION TO OUTCOME INDICATORS

School entrance rates as measured by the proportion of Grade 1 entrance with 1 to 3 years of organised pre-schooling are generally improving, but the primary to secondary school transition requires intervention: Primary school Net Enrolment rate decreased from 89 percent in 2015 to 87.9 percent in 2017 (UNICEF, 2018).²⁰ The

proportion of Grade 1 entrants with pre-school experience increased from 24% in 2016 to 26.1% in 2017 (MNDP, 2018).²¹ Post Grade 5 dropout rates for girls are higher than for boys, reaching 4.4 percent for girls and 1,9 percent for boys in Grade 9. The primary to secondary school transition rate (Grade 7 to 8) has gone down from 90.1 percent in 2016 to 67.5 percent in 2017 (Female 91.8% - 69% and Male 88.8% - 66.1%) against a 2017 target of 100

²⁰ UNICEF, 2018, Mid Term Review of UNICEF Zambia Country Programme 2016-2021: Summary, p.2

²¹ MNDP, 2018, 2017 Annual Progress Report Seventh National Development Plan (7NDP: 2017-2021), "Accelerating Development Efforts towards Vision 2030 without Leaving Anyone Behind" Detailed Report

percent. The secondary transition rate (9 to 10), however, marginally increased from 46.2 percent to 48 percent (Female 44.8% - 47.7% and Male 47.4% - 48.3%) against a target of 75% over the same period. (MNDP, 2018)²²

The MTR identified a number of factors contributing to the trends discussed above. First, the Home Grown School Feeding Programme which benefited 1,052,760 learners in 2,590 schools in 38 selected districts encouraged school enrolment and attendance (ibid. p. 107).²³ The roll out of the programme to an additional 16 districts in 2018 aims at reaching the target of 1,500,000 learners. The UNICEF MTR estimated that 742,470 children of school-going age were out of school, of which almost two-thirds were in the rural areas. The mixed trends in entry and transition rates are being aided by a number of factors. Second, **child labour is a threat to child education in Zambia.** This is supported by the 3,172 children affected and prone to the risk of child labour who were reintegrated into schools and vocational training in 2017. Third, **child marriage is also a threat to school participation in Zambia.**

Lower primary school proficiencies and attainments were most probably improving.

Whilst there is no data on the performance of the indicator on proportion of learners at or above minimum standard of achievement in grade 5 national assessments (English/ Mathematics), its proxy the proportion of children in lower primary achieving a minimum proficiency level in reading stood at 47.8 percent and in Mathematics at 36.7 percent against a target of 60 percent (MNDP, 2018)²⁴. **Both figures of had already surpassed the baselines of the actual indicator of interest.**

Grade 12 completion rates have already surpassed the 2021 target, but remain very low.

Overall the rate increased marginally from 36% in 2016 to 38.2 in 2017 (Female 32.2% - 35.7% and Male 39.7% - 40.9%) against a 2017 target of 85 percent (MNDP, 2018)²⁵. The MTR attributes the

pessimism around the indicator performance to a number of factors that include child marriages, child labour, TVET, limited school infrastructure and limited number of schools offering Grade 11 to 12, resulting in entry bottlenecks and distance related barriers to access. The situation shows that there is scope for the country to aim and perform higher on this indicator.

Contribution of the Partnership Framework towards achievement of SDG on Education:

Efforts to improve learning outcomes led by Sustainable Development Goal 4: Improved literacy for children through equity and quality education. The 2016-2021 Partnership Framework places Zambia on track towards achieving the SDG target on education, including equal ECE participation and school completion rates among boys and girls. Although disparities in ECE participation rates (female 50.9% and male 49.1%) and Grade 12 completion rates (40.9% boys and 35.7% girls) the gaps are closing and are likely to be eliminated by 2030 (MNDP, 2018).

Major challenges still remain, however, pertaining to the SDG targets on school infrastructure, including access to electricity and internet, especially in rural areas. The Partnership Framework support towards the development and implementation of interventions to withdraw youth from hazardous work and support their transition through technical and vocational skills programmes is also placing Zambia on track towards achievement of the relevant SDG targets.

Noted Challenges: In addition to child labour, child marriages and lack of infrastructure, the MTR also noted a number of other challenges pertaining to education services delivery in Zambia, and these are:

- i. Insufficient coverage of learning and teaching materials and equipment at school level, including ECD materials
- ii. Weak school management capacities; and
- iii. Grants not consistently reaching schools as they

22. ibib

23. Ibid, p. 107

24. ibib

25. ibib

- are sometimes withheld or called back by the districts.
- iv. Child marriages, especially in rural settings, continue to be a major development challenge affecting: i) primary level completion rates by girls; ii) transition rates from primary to secondary education levels and iii) secondary school completion rates.

Key Recommendations for the education sector

- i. There is need for the UNJP to elevate its support towards addressing the key barriers to education in Zambia, which include: child

- labour, child marriages, inadequate and infrastructure; and
- ii. UNJP should continue to support capacity building in schools management for prudent resource management and absorption.
 - iii. GRZ and Joint UN working to consider development of holistic and innovative programme intervention which would include the role of traditional leadership (chiefs), private sector (for funding) and the importance of supporting the girls rescued from marriages to complete their education up to tertiary levels.

Results Area 3 – Human Settlement & WASH

Development challenges and UN Contribution to Human Settlement and WASH: As of 2016, access to WASH among households remained a challenge for Zambia. Although households may have had access to an improved source of drinking water, proper sanitation was particularly lacking because of inadequate planned and/or formal settlements. The high proportion of people living in informal settlements²⁶ with poor access to basic infrastructure and social services affected access to improved WASH and sanitation. About 65% of the population had access to improved drinking water sources, 44% had access to improved sanitation facilities and only 13% of households had a place for washing hands with soap and water. The UN pledged to contribute to the attainment of GRZ's vision on human settlement and WASH through provision of technical support to create an enabling policy environment and promote targeted and adapted investments; and facilitating social engagement to improve knowledge, build capacity and empower communities to demand and utilize quality and integrated services²⁷.

UN CONTRIBUTION TO POLICY FRAMEWORKS AND CAPACITIES

UN Contribution to policy frameworks: Results Group 3 had achieved most of its targets regarding its contribution to development of relevant policy frameworks required for better governance of the Human Settlement and WASH Sectors. The most significant achievements in the policy space include the following: Draft National Water and Sanitation Policy updated through a consultative process in 2018 and is under review with the Ministry of Water Development, Sanitation and Environmental Protection; Statutory Instrument for borehole drilling/ground water regulation developed and adopted in 2018; National Water Quality Monitoring Protocol endorsed in 2017; draft land policy developed in 2017; National Urbanization Policy Draft Policy to guide urbanisation, rural-urban linkages and city planning in general completed in 2018; Menstrual Hygiene Management National Guidelines and Toolkit developed in 2016; National Infection Prevention (IPC) and Control guidelines that fully integrate the WASH-IPC reviewed in 2016; revised National Housing Policy developed in 2016 and launched in 2017; School Health Nutrition (SHN) Policy Framework reviewed in 2016; 2016-2017

26. As at 2017, 70% in the population in urban areas lived in informal settlements (Zambia Country Analysis, 2015)
 27. Zambia-United Nations Sustainable Development Partnership Framework (2016-2021).

National Contingency Plan for responding to climate change developed in 2016; Cholera Epidemic Preparedness and Response (EPR) Plans developed for 28 high-risk districts in 10 provinces in 2017.

UN Contribution To Capacities

Sustainable Development and resilience: In the Water Sector, Zambia had over 365 registered drilling contractors and because of inadequate policy frameworks, the country faced major concerns about drilling competence and standards. To ensure compliance in the water sector, the UN built the capacity of the Water Resources Management Authority (WARMA)²⁸ through training of WARMA staff and by supporting the development of national guidelines on groundwater regulation, borehole drilling, licensing of contractors and supervising engineers for improved management of water resources in the country. By promoting the low-cost manual drilling in suitable areas, the UN contributed to reducing the cost of drilling from \$ 6,200 to 2,600, increasing affordability of safe drinking water by almost 240%. Considering equity, this innovative technique allowed provision of safe drinking sources in hard-to-reach areas, particularly for communities in flooded environments and islands which heavy drilling rigs cannot access.

Human Resettlement: With support from the Japanese International Cooperation Agency (JICA) and partners, the UN strengthened the Department of Resettlement's capacity to lead the Sustainable Resettlement Programme. JICA seconded a staff member to the department while the UN, with funding from the people and Government of Japan, deployed national United Nations Volunteers (UNVs) and facilitated their transport and office equipment. This complementarity was important for the success of the programme in 2017. The UN also provided financial support to the Department of Resettlement for it to survey, map and demarcate close to 200 plots in two resettlement areas (Meheba and Mayukwayukwa).

Mainstreaming of the 2030 Agenda: As part of its effort to ensure that the country's development priorities are aligned to the 2030 SDG Agenda, the UN supported preparation of the Zambia Country Overview Paper for, and the participation of a high level GRZ delegation in the Sanitation and Water for All High-Level Meeting (HLM) held in Washington DC in April 2017. The HLM was convened to assess country progress, agree on strategies for achieving the WASH sector SDGs and develop mechanisms for closing the funding gap.

Emergency Preparedness: To prepare the country to respond to health related emergencies, the UN supported the GRZ to develop Cholera Preparedness and Response (EPR) plans for 28 high-risk districts in 10 provinces, which were consolidated into a national level EPR plan and subsequently implemented. Following the Cholera outbreak in 2017, UN-supported Cholera response interventions benefitted over 1.4 million people. And in response to the influx of Congolese refugees in September 2017, the UN, together with the Government and partners, is providing emergency WASH services to over 7,000 refugees. The UN is also supporting the partners in effective coordination of the WASH sector response.

Monitoring of WASH Situation: The UN continued to support scale-up of the mobile to web real time monitoring system for sanitation and hygiene interventions. As of December 2017, about 90% (61 out of 68) of the target districts are submitting monthly data to the DHIS2 managed by MWDSEP through Community Champions and Environmental Health Technicians, facilitating evidence-based planning at all levels.

Generation of data for evidence-based planning: The UN funded the GRZ to undertake the UN-Water Global Analysis and Assessment of Sanitation and Drinking-Water (GLAAS) survey and produce a country report on GLAAS in 2017. The GLAAS survey was focused on monitoring

28. WARMA was established with the Water Resources Management Act No. 21 of 2011. Its main purpose is to serve as the regulatory body for the management and development of water resources in the whole country and ensure equal access to water for the various stakeholders. Based on the principles of Integrated Water Resources Management (IWRM), WARMA also take gender and climate change dimensions into account to when performing its functions.

the inputs and enabling environment required to sustain and extend water, sanitation and hygiene (WASH) services to all populations, especially the most vulnerable groups. The GLAAS survey provided a vital platform for effective interaction among several government line ministries, NGOs, UN to conduct inter-and intra-ministerial /agency analysis and reviews on water and sanitation priority national issues.

Personnel Capacity Building: A total of 32 national coaches received a School Led Total

Sanitation (SLTS)/MHM training of trainers (ToT) and 25 national coaches received capacity building training in Health/Infection Prevention Control ToT. This pool of coaches (who are GRZ staff) provide the human capacity cornerstone for institutionalizing and scaling up WASH in health and education sectors.

RESULTS AREA 3 CONTRIBUTION TO OUTCOME INDICATORS.

Table 10 shows the relevant outcome indicators for the Human Settlement and WASH sectors.

Table 10: Status and Rating of Human Settlement and WASH Sectors & Performance outcome Indicators

Pillar 1: Inclusive Social Development					
Outcome 1.1: By 2021 Government Partners Deliver Equitable Inclusive quality and Integrated social Services Outcome 1.2: By 2021 marginalized and vulnerable populations in Zambia demand and utilise quality and integrated services					
Result Group 3: Human Settlement and Wash					
Relevant Outcome Indicators	Baseline % / No.	Status (2017/18)	Target 2021	Rating Outcome Performance	Rating Towards SDGs
1. Proportion of the population with access to safe drinking water	63% (town) 47% (rural) 89% (urban)	86% (town) 55% (rural) ³	80% 80% 80%		
2. Ratio of population accessing planned urban and rural settlements	35%	LCMS/DHS/ Not Available	60%		
3. Proportion of population with access to improved sanitation (Urban/rural)	39% (urban) 18.5% (rural) (2014/15)	47% (urban) 19% (rural) (2017) ⁴	50% 50%		

Participating UN Agencies: UNICEF, UN Habitat, UNESCO, WFP, WHO, UNDP, UNHCR, FAO, ILO

Key		On Track	3. 2017 Annual Progress Report Seventh National Development Plan (7NDP: 2017-2021) 4. Ibid
		Partially on Track	
		Off Track	

RESULTS AREA 3 CONTRIBUTION TO OUTCOME INDICATORS

By strengthening GRZ capacity, improving policy frameworks and mobilizing resources²⁹ for investments in key Human Settlement and WASH initiatives and interventions, the UN contributed to improving the situation of the two sectors in the country.

Access to safe drinking water sources increased:

About 86% and 55% of the town and rural populations had access to basic drinking water sources: As of December 2017, the proportion of the population with access to basic drinking water sources in towns and rural areas increased from 63% and 47% to 86% and 55%, respectively. Regarding the UN target for 2018, 26,850 out of the targeted 100,000 additional people had gained access to basic drinking water sources as at June 2018. Under the spirit of leaving no one behind, the UN continued to provide financial and technical assistance across main sectors including education (for improved sanitation in schools), health and human resettlement.

Human Resettlement: UNJP on Human Settlement led to the resettlement of 800 former Angolan and Rwandan refugees and Zambians. Led by the vision that government at national and sub-national levels undertake inclusive and participatory planning and governance processes that incorporate targeted resettlement schemes (Meheba, Mayukwayukwa and Mwangi) in order that communities become cohesive, productive, sustainable and fully integrated into development at all levels, the UNJP on Human Resettlement led to the successful resettlement of 800 former Angolan and Rwandan refugees in Meheba and Mayukwayukwa refugee camps and supported them to obtain permanent residence permits. Implementing this programme required the UN to employ individualized approaches to bring about social, cultural and economic integration and cohesion within each resettlement scheme and between each scheme and its surrounding communities. To facilitate smooth integration of the former refugees in the two camps, the UN procured key equipment and

infrastructure. As of June 2018, the UNJP had developed 20km of access roads to improve mobility of settlers within and outside Meheba resettlement scheme linking strategic facilities; demarcated 150 new plots in Meheba; designed and constructed fifteen (15) low income demonstration houses for the most vulnerable persons (10 in Meheba and 5 in Mayukwayukwa); and 2 all weather vehicles and 2 Tractors and agricultural accessories to improve mobility and support agricultural activities.

Outside Meheba and Mayukwayukwa, at Mid Term a new UNJP had been established in Luapula Province to build on lifesaving interventions that had already started in the response to the DRC refugee influx into the province and focus on strengthening the humanitarian-development nexus. The new UNJP initiated an early recovery response as a tool to build community resilience, enable refugees and host communities to thrive and enable long-term, sustainable development to take place. Focus was placed on improving access to and mobility within the (re)settlement areas; introducing alternative energy sources that are reliable and sustainable to improve access to services and livelihoods; and enhancing connectivity (GSM/3G etc.). The work of the UNJP was at three levels, namely rule of law, governance and service delivery to assist the GRZ in policy and legal framework, institutional capacity development and (in)direct service delivery.

Access to Improved Sanitation Increased at

Mid-Term: Good progress was recorded on efforts to address access to improved sanitation in urban areas. However, at Mid-Term, little progress had been achieved in rural areas. With support from the UN, GRZ and partners, the sanitation sector adopted policies and strategies that saw the country record notable improvements in access to improved sanitation, particularly in urban areas. As of December 2017, the proportion of the population with access to improved sanitation in urban areas rose from 39% in 2014/15 to 47%. Conversely, minimal progress was achieved in rural areas with access increasing only marginally from 18.5% to 19%.

29. In 2016, the UN spent 11.54 million on Human Resettlement and WASH sectors.

Noted Challenges

- Availability of adequate funds to enhance coverage of WASH services to meet GRZ's Vision 2030 as well as SDG targets remains a major challenge.
- Capacity gaps at the national and sub-national levels coupled with limited resources present a challenge for the continued monitoring/

technical back-stopping of the supported WASH interventions as their sustainability.

Key Recommendation for Human Settlement and WASH

- The UN should consider broadening its partnerships to raise adequate resources for activities.

Results Area 4 – Food and Nutrition

Development Challenges for Food and Nutrition

as at 2016: Zambia is one of the few countries in Southern Africa that produces surplus maize over and above its strategic grain reserves. Regardless of the maize surplus, the country has remained food and nutrition insecure. The 2018 Global Hunger Index ranks Zambia 115th and an index of 37.6, placing it among the most undernourished countries in the world. The country continues to be burdened with under-nutrition and micronutrient deficiencies. According to the Zambia Demographic Health Survey (ZDHS, 2013-14), the nutritional status of children under five years of age stands at 6 percent wasting, 15 percent underweight and 40 percent stunting. Overweight, obesity and diet related Non Communicable Diseases are also increasing. These high rates malnutrition are mainly a result of poor nutrition, especially in the first 1,000 days of life, i.e. from conception to 24 months of age. Generally, all forms of malnutrition have public health importance in Zambia. The Seventh National Development Plan of the Government of Zambia mainstreams food and nutrition issues across its five pillars, linking it with issues related to production and consumption of food, as well as access to services tied to prevention and treatment of both under- and over-nutrition. The Government has also developed a National Food and Nutrition Strategic Plan 2017-2021.

The UN in Zambia undertook to support Government towards the achievement of the following

- Improved capacities to develop, update, monitor and review evidence-based policies for equitable access to productive resources, including strategies and protocols in food and nutrition;
- Development of strengthened and integrated programmes and services that promote equitable access to nutrition, increased production and consumption of diversified nutritious foods; and
- Strong integrated programmes that expand equitable access to services that improve nutrition.

UN CONTRIBUTION TO POLICY FRAMEWORKS AND CAPACITIES

UNJP contribution to food and nutrition policy and strategic frameworks:

The UNJP supported a number of policy initiatives in the food and nutrition sector, all of which are meant to provide the institutional and legislative frameworks for the effective provision of the country's food and nutrition needs. It supported GRZ in the identification of entry points for food and nutrition security into the four pillars of the 7NDP Implementation Plan. With school feeding being a critical instrument for participation in education, the review of the School Health and Nutrition Policy and Development of a Comprehensive School Health and Nutrition Policy was a critical

contribution of the UNJP. The UNJP also supported the strengthening of the 7NDP technical assistance to the development of the new National Food and Nutrition Strategic Plan, National Food and Nutrition Commission Institutional Strategic Plan and the First 1,000 Days Most Critical Days Programme Document to strengthen the pillars. The UNJP also supported GRZ implement the global best practice of fortification of both staple foods and cooking oil to improve access to micronutrients for consumers, as well as the development of the Good Food Logo (to be administered by the Zambian Bureau of Standards (ZABS)).

UNJP Contribution to Food and Nutrition Security Implementation Capacities: *The UNJP supported various high impact interventions with the view to reduce underweight, wasting and stunting prevalence and incidence among the general population.* Capacity building for food and nutrition security focused on improving the management of food and nutrition security programmes. In Zambia, this prompted the UNJP

to support the development of Growth Monitoring Guidelines and revision of the training package for health workers and community volunteers, as well as the establishment and strengthening of structures for the delivery of high impact nutrition interventions as well as coordination of the same. Critical support was rendered to: the expansion of initiatives and platforms that support increased production of nutritious and drought-resistant crops; and strengthening of livelihoods, crop diversification, long term resilience, conservation agriculture and e-voucher input programmes. The UN also supported the expansion of targeting range of Maternal, Infant and Young Child Nutrition (MIYCN) messages for vulnerable groups to include refugees, pregnant and lactating mothers and children so as to improve feeding practices for women and children. Capacity development support also included the strengthening of linkages between nutrition and social protection sectors of Government, including work to make cash transfers and other programmes more nutrition sensitive to strengthen their potential impacts on nutrition.

Table 11: Status and Rating of Food and Nutrition Outcome Indicators

Pillar 1: Inclusive Social Development					
Result Group 4: Food and Nutrition					
Relevant Outcome Indicators	Baseline % / No.	Status (2017/18)	Target 2021 SDG Targets	Rating Outcome Performance*	Rating Towards SDGs*
1. Stunting rate	40% (ZDHS 2014)	QASCI	30%		
2. Children under 6 months who are exclusively breastfed	45% (ZDHS 2014)	QASCI	80%		
Overall Outcome Rating					

Participating UN Agencies: FAO, WFP, IFAD, UNHCR, UNICEF, WHO

Key		On Track
		Partially on Track
		Off Track

**Note: Rating based on qualitative assessment of FNS programmes performance*

SCI- Status of Current Interventions

UN CONTRIBUTION TO OUTCOME INDICATORS

Reduction of Stunting is unlikely to meet 2021 target:

In Zambia, the updating of data on stunting relies on the periodic Demographic Health Surveys, with the last DHS having been done in 2013-14. Therefore, in the absence of DHS data the MTR could not assess the performance of the under- and over-nutrition indicators. The assessment however used the Global Nutrition Estimates³⁰ which suggested that Zambia is off track to meeting the stunting targets. The MTR could also access neither current administrative, nor survey data on exclusive breastfeeding practices in Zambia. Notwithstanding the unavailability of current data on stunting and exclusive breastfeeding, the MTR contents that **Zambia is not making progress towards addressing malnutrition and it is unlikely to meet its targets of reducing the stunting rates and exclusive breastfeeding from 40 percent and 45% percent in 2014 to 30 percent and 80 percent, respectively, by 2021.** However some progress was recorded on processes that could enhance nutrition to include the following:

- i. *The Scaling Up Nutrition (SUN) initiative presents a window of opportunity to address the high levels of stunting in Zambia.* The initiative will be going into its second phase under the Scaling Up Nutrition (SUN) Fund II scheduled for 2019. The multi-stakeholder and multisectoral approach to nutrition as promoted by the SUN initiatives will strengthen nutrition specific and nutrition sensitive interventions that will generate synergies against malnutrition;
- ii. *The GRZ has shown its commitment and political will to address stunting in Zambia through its \$40 per child per year for nutrition programmes initiative.* This initiative has already garnered partner and donor support and is most likely to yield high returns in stunting reduction for Zambia;
- iii. *The nutrition initiatives currently being implemented by the GRZ with the support of the UN are likely to yield high synergic impacts that will likely reduce malnutrition among children;* and

- iv. *The capacity of Government to regularly assess stunting was enhanced through the inclusion of the Height indicator included into the Health Information System.* The innovation expands the age-for-height measurement to cover all children under five, instead of being limited to children under 2 years. Further disaggregation of the height indicator by children under 2 years, provides routine data to effectively track nutrition status in the first 1000 most critical days. With regular data on stunting programming, implementation of interventions will be evidence-based, hence high impact.

The establishment of Districts Nutrition Coordinating Committees and Ward Nutrition Coordinating Committee for the sub-district level will give impetus to the fight against food and nutrition insecurity in Zambia.

UN contribution towards achievement of FNS related SDGs:

SDG 2 commits governments to 'End hunger, achieve food security and improved nutrition and promote sustainable agriculture' and at least 12 of the 17 Goals contain indicators that are highly relevant to nutrition. In the Sustainable Development Agenda, nutrition is both a maker and a marker of development. In the spirit of the SDG 2030 Agenda, the UN in Zambia supported the review of GRZ's Zero Hunger Strategy aimed at identifying gaps within the national policies and programmes and strategic actions required to end hunger, achieve food and nutrition security and promote sustainable agriculture in Zambia by 2030. The inclusive nutrition programming, which takes on board the FNS need of all vulnerable groups, including refugees, is evidence of the 'Leaving No One behind' SDG principle. The MTR, therefore, concludes that Zambia is likely on track towards the achievement of FNS related SDGs and targets.

Noted Challenges

- i. There were data gaps arising from reliance on periodic national surveys for the updating of stunting and other nutrition indicators.
- ii. The unplanned influx of DRC refugees is causing

30 Development Initiative, Poverty Research Ltd (2018) Global Nutrition Report 2018.

a strain on both national and partner resources directed towards FNS. Resources are diverted from planned areas of support to supporting the FNS needs of refugees, including women and children.

iii. Programme coordination in some districts is weak for efficient programme management.

Key Recommendations for Food and Nutrition

1. The UN should support the development and strengthening of interim mechanisms for monitoring nutrition outcomes in between DHSs, especially administrative data systems. Relying solely on periodical survey data (DHS, National Nutrition Surveys, National Census, etc.) for monitoring the performance of indicators is not conducive for continuous planning and review. Administrative data should complement data requirements in between major surveys.

2. The Civil Protection Unit of Zambia and UNHCR should be capacitated to deal with the FNS needs of unplanned influxes to minimize resource diversion.
3. UN should continue supporting the capacity strengthening of District and Ward Nutrition Coordination Committees to enhance FNS programme management and coordination.
4. Given the fact that nutrition contributes to the achievement of the other SDGs, the UN should support the government strengthen multisectoral nutrition programming and implementations at all levels.
5. The UN should continue supporting the government engage the private sector in the effort to address all forms of malnutrition, particularly the recent increase in the rate of overweight and obesity, as well as micronutrient deficiencies.

Results Area 5 – HIV/AIDS and SRH & R

Development challenges for HIV/AIDS and SRH & Rights Sector:

Since 2002 when the GRZ launched its first National HIV Strategic Framework, the country is reported to have recorded remarkable accomplishments in halting and beginning to reverse the negative impact of the epidemic. Over the past 15 years, estimated new infections among adults have dropped from 67 000 to 46 000 while new infections among children 0-14 also dropped from 23 000 to 8 900 in 2016. As of December 2016, the estimated 1, 060 000 people living with HIV (PLHIV), over 800 000 are on life-saving Anti-Retroviral Treatment (ART). In spite of the noted achievements, Zambia is still one the 10 top countries with the highest number of People Living with HIV. The country is committed to ending the epidemic by 2030 through adopting the UNAIDS Fast Track Goals of attaining the 90-90-90 targets by 2020. The GRZ and the UN have jointly committed to focus on high burden locations and populations affected by the epidemic.³¹

31 GRZ (2017) National HIV and AIDS Strategic Framework 2017-2021.

UN CONTRIBUTION TO POLICY FRAMEWORKS AND CAPACITIES

SRH & R policy formulation received substantive support from UN: Key achievements included: the revision of the Ministry of Education Standards Monitoring Tool for effectively monitoring the delivery of Comprehensive Sexuality Education (CSE) at school level; development of the Voluntary Medical Male Circumcision (VMMC) Strategic and Operation Plan (2017-2021) and revision of the National Adolescent Health Peer Education Manual into a more focused package on SRH National Guidelines.

HIV Policy support was remarkable: In 2016 the UN supported the adaptation of Zambia Consolidated Guidelines on the Use of Antiretroviral Drugs for Treating and Preventing HIV Infection together with the development of the HIV Surveillance Protocol for HIV Drug Resistance (HIVDR), Adverse drug reaction (ADR) and

pre-treatment HIV drug resistance (PDR). The UN further supported the development of the Country Roadmap for stepping up Pace for HIV/AIDS Care and Treatment among children and adolescents; National HIV & AIDS Strategic Framework (2017-2021); HIV and GBV Services Integration Guideline as well as the integration of migration, health, gender and GBV issues in the broader Districts HIV Investment Smart Plans for selected districts.

UN Contribution to Capacities for HIV/AIDS and SRH & R:

Between 2016 and 2018 the UN supported the GRZ in building the capacities for SRH&R: The GRZ-UN partnership supported the building of master training capacity for 365 in-service teachers in effective delivery of CSE at school level. Health care providers and peer educators were taught to implement, monitor and evaluate National Adolescent Friendly Standards and Guidelines in selected districts. The UN supported the implementation of the National Guidelines for SRH/GBV Services Integration to scale up delivery of high-quality integrated services in selected districts with poor SRH & R indicators. Further support was provided to strengthening the National Adolescent Health Technical Working Groups (TWGs) to undertake retreats to review and revise the National Adolescent Health Worker Training Manual and Peer Education Manual. Up to 11 District Adolescent Health TWGs were revamped to conduct community supervisions and monthly meetings.

HIV/AIDS Capacity strengthening: The UN supported the implementation of National Guidelines for HIV Services to scale up delivery of high-quality integrated services in selected districts with high HIV prevalence. A total of 42 health workers and 66 traditional counselors were trained in HIV, migration and GBV awareness and two Border District Strategic Plans in Kazungula and Sesheke were operationalized. About 30 reproductive health motivators, peer educators, ART adherence supporters and other community volunteers were given incentives to carry out community HIV sensitization and programs in refugee communities.

The UN supported the development of monitoring and evaluation tools for effective implementation of the HIV and SRH&R services for adolescents. Civil Society Organisations (CSOs) Coordination framework and mechanisms were developed and implemented for the national HIV response taskforce.

UN CONTRIBUTION TO HIV/AIDS SRH & R OUTCOMES:

Reproductive health: *Although declining slowly, fertility rates in Zambia remain comparatively high, especially in rural areas:* Table 12 presents trends on fertility since 2014.

Table 12: Projected Fertility Rates

Years	2014	2015	2016	2017
National	5.6	5.6	5.5	5.5
Rural	6.7	6.6	6.5	6.4
Urban	4.5	4.5	4.4	4.4

Source: CSO-Zambia in Figures (2018)

Contraceptive prevalence in women (15-49) increased marginally to 50% in 2017 from 49% in 2014. Contraceptive prevalence rate among women aged 15-49 was at 49% in 2014.³²

UN Contribution to reducing adolescent birth rates is notable: According to the 2013-14 ZDHS, 28.5% of girls aged 15-19 had been pregnant or had a live birth. The rates of adolescent pregnancy were higher in rural areas, where 37% report ever being pregnant or having a live birth compared with 20% in urban areas³³. Data on current trends is not yet available because another ZDHS is yet to be carried out. However, UN has made efforts towards reducing the adolescent birth rate. At sub national level, UN provided technical and financial resources to scale up the mass media response on condom use for adolescents through the Zambia National Broadcasting Corporation (ZNBC). The UN supported television and radio programmes with,

32 World Bank Collection of Development Indicators 2014.

33 Population Council, UNFPA, and Government of the Republic of Zambia. 2017. "Adolescent Pregnancy in Zambia." Lusaka, Zambia.

and for young people covering 15 commercial and community radio stations.

Child marriages in Zambia remain high: According to the 2013–14 ZDHS, child marriage is very high in Zambia, affecting more girls than boys. 31.4 percent of women aged 20–24 reported having married when they were younger than 18, as compared with

2.2% of males³⁴. Assessment of the current status is difficult due to the fact that ZDHS is yet to be done. However, UN and GRZ finalized the Adolescent Health Strategy 2017–2021 which prioritizes reducing teenage pregnancy and child marriage.

Table 13 shows the impact of the UN interventions on the HIV/AIDS SRH & R outcome indicators.

Table 13: Status and Rating of HIV/AIDS and SRH & R Outcome Indicators

Pillar 1: Inclusive Social Development					
Outcome 1.1: By 2021 Government Partners Deliver Equitable Inclusive quality and Integrated social Services Outcome 1.2: By 2021 marginalized and vulnerable populations in Zambia demand and utilise quality and integrated services					
Result Group 5: HIV/AIDS & SRH & R					
Relevant Outcome Indicators	Baseline % / No.	Status (2017/18)	Target 2021	Outcome Performance	Rating Towards SDGs
1. Modern contraceptive prevalence rate in women of reproductive age (15-49)	45% 50% 58%			■	■
2. Adolescent (15-19) birth rate	28.5%	NO DHS	TBD	■	■
3. Percentage of women aged 25-49 who married before the age of 18	45%	NO DHS	35%	■	■
4. HIV incidence rate	F (15-24) -4.8% M (15-24) - 4.1%	<24% reduction ⁵	<75% reduction	■	■
5. Proportion of adolescents (15-24) who were tested for HIV in the past 12 months and received the results of the last test	M -28.6% F - 42.7%	42% for both ⁶	M - 50% F - 50%	■	■
6. Proportion of pregnant women; living with HIV who are on antiretroviral therapy (ART)	40%	91% GRZ 2017 ⁷	90%	■	■
7. Proportion of children 0-14 living with HIV who are on ART	41%	75% (UNAIDS 2018) ⁸	90%	■	■
8. PMTCT coverage	86%	92% ⁹	95%	■	■
Overall Outcome Rating				■	■
Participating UN Agencies: ILO, IOM, UNAIDS, UNESCO, UNFPA, UNDP, UNHCR, UNICEF, UNODC, WHO, World Bank					
Key	■	On Track	5. UNAIDS (2018). HIV and AIDS in Zambia.		
	■	Partially on Track	6. Ibid		
	■	Off Track	7. GRZ (2017) 2017 Annual Progress Report Seventh 8. UNAIDS (2018) Zambia Integrated Health Situation Room Presidential Launch Power Point. 9. UNAIDS (2018). HIV and AIDS in Zambia.		

34 Ibid

Progress towards contributing to the achievement of the SDGs for HIV/AIDS & SHR & R

The relevant SDGs for reproductive health are SDG 3 on Health and Well Being, indicator 3.7 which calls for universal access to reproductive health and reproduce rights by 2030 and SDG 5 indicator 5.6 on ensuring universal access to sexual reproductive health and rights. The assessment at mid-term indicates that these SDGs are most unlikely to be achieved unless innovative strategies are used to address the high fertility rates in the country and cases of child marriages. The discussion on results for this result area indicated positive progress for the GRZ with support from the UN to combat HIV and AIDS. Good progress was noted in areas of access to ART for HIV positive pregnant mothers and early detection of HIV in infants up to 18 months and provision of appropriate care. To this end, available statistics suggest that the GRZ is

most likely to attain the SDG 3 indicators 3.3 on ending HIV epidemic by 2030.

Challenges: Analysis of the Result Group Outcome Indicator Results Framework shows that the country's challenges on reproductive health include: use of modern contraceptives for women aged 15-49 and high adolescent birth rate remain below expectation.

Key Recommendations:

- i. The UN should consider more support to the GRZ in addressing high fertility rates especially in rural settings.
- ii. While the UN has already started supporting GRZ in ending child marriages, greater efforts should be put in place, working through traditional leaders to create child marriage free zones.

Results Area 6 – Social Protection

Development Challenges and UN Contribution:

Zambia has achieved lower-middle-income country status through macro-economic stability and growth rates of over 6% per year in the past decade. The macroeconomic growth has, however, been achieved against the backdrop of increasing poverty and inequality, especially between the urban and rural areas. As a result, negative development outcomes, such as high rates of stunting, child and maternal mortality and disease persist, while inequality increases. Data from the 2015 Living Conditions Monitoring Survey reveal that the proportion of households living below the poverty line has hardly come down since 2010. The overall poverty rate now stands at 54% (down from 60%) and the extreme poverty rate remains at around 40% (42% in 2010). The uneven benefits of growth among the population groups and the resultant vulnerability have increased the need to strengthen Social Protection. Through its 7NDP under the theme "Accelerating Development Efforts Towards the Vision 2030 Without Leaving

Anyone Behind", the GRZ expressed its policy intent towards inclusive growth by engaging the redistributive function of social protection.

Towards this end the UN committed to support capacities of GRZ (MCDSW, MoH and MoL) as well as partners to:

- i. Coordinate and ensure coherence and linkages between programmes and services under the National Social Protection Policy;
- ii. Deliver an integrated, inclusive and scaled up Social Cash Transfer programme;
- iii. Effectively deliver inclusive Social Insurance benefits, especially to the most marginalized populations;
- iv. To manage, implement and monitor an inclusive welfare/protection system for children, families and vulnerable groups; and
- v. Ensure that people with disabilities have equitable access to basic social services and social protection programmes.

UN CONTRIBUTION TO POLICY FRAMEWORKS AND CAPACITIES

Institutional strengthening of GRZ to deliver on Social Protection commitments: *Towards the institutional capacity strengthening of the GRZ, the UNJP supported the revision of the draft social protection legislative instruments to reflect the Government's decision to establish a National Health Insurance Scheme as an initiative separated from the Social Protection Bill. The objective was to legislate the Health for All policy intention. In 2017, UNJP supported GRZ to finalise and adopt the Adoption Guidelines in the Alternative Care Regulatory Framework to reflect the provisions of the Hague Convention on Inter-Country Adoption. The UNJP also supported the finalization of: the health financing strategy, which adopted social health insurance as one of the financing methods for increasing domestic resource mobilization. Legislation on Maternity Protection on the basis of the maternity protection policy paper was finalised, and provisions on Maternity protection were included in the draft Social Protection Bill and the Labour Code.*

UN Contribution to Social Protection Capacities:

Capacity development is the major focus of UN country support. In the area of social protection the **UNJP in Zambia has made major progress in supporting capacity building of GRZ through a number initiatives** which included: the quantitative livelihood profile analysis of rural households ; orientation of the new Cluster Advisory Group formed under the pillar; improvements to the Social Cash Transfer Management Information System (MIS) to incorporate modules for the scale up and introduction of mobile technology; analytical work of informal economy national data from the Labour Force Survey 2008, 2012 and 2014; development of the Disability Management Information System (DMIS); review of the ZAPD Disability Assessment tool and development of a draft assessment tool focusing on functionality to determine disability severity as opposed to the medical model.

UNJPSP'S CONTRIBUTION TOWARDS THE ACHIEVEMENT OF THE PROGRAMME INDICATORS

The MTR could not identify any relevant social protection indicators under Pillar 1 of the Partnership Framework Results Matrix. Based on the 7NDP, Table 14 below shows progress made towards the achievement of the social protection key indicators.

In 2017 SCT programme reached 574,633 beneficiaries against of 590, 000 households:

The *Social Cash Transfer Scheme* is expected to reach 350,000 households (1.75 million people, at least 60% of whom women) by 2020. In 2017 the programme was scaled up to all the districts with a *target to reach 590,000 households and it managed to achieve 574,633³⁵ beneficiary households*, an increase of 138 percent from 242,000 household beneficiaries targeted in 2016 (Table 6). The scheme launched an electronic payment system for SCT beneficiaries in Lusaka, Luapula and Western provinces to improve the security and transparency of payments.

35. 2018 Partnership Framework Mid-Year Review Report Template for Results Group 6

Table 14: Status and Rating of Social Protection Outcome Indicators

Pillar 1: Inclusive Social Development					
Outcome 1.1: By 2021 Government Partners Deliver Equitable Inclusive quality and Integrated social Services Outcome 1.2: By 2021 marginalized and vulnerable populations in Zambia demand and utilise quality and integrated services					
Result Group 6: Social Protection					
Relevant Outcome Indicators	Baseline % / No.	Status (2017/18)	Target 2021	Rating Indicator Performance	Rating Towards SDGs
Social cash Transfer Scheme					
Coverage of SCT	242,000 h/ holds	574,633 h/ holds	350,000 h/hold		
Women Empowerment Programme					
Number of female beneficiaries by age	7,000	4,464	25,000		
Public Welfare Assistance Scheme					
Number of beneficiaries from the Public Welfare Assistance Scheme by type of assistance		6,544 Education Support	6,544 Education Support		
Overall Outcome Rating					
Participating UN Agencies: WFP, ILO, UNICEF, IOM, FAO					
Key		On Track			
		Partially on Track			
		Off Track			

Source of data: Government of Zambia, 2018, 2017 Annual Progress Report Seventh National Development Plan (7NDP: 2017-2021) "Accelerating Development Efforts towards Vision 2030 without Leaving Anyone Behind" Detailed Report

The women empowerment objective is off-track.

The plan is to scale-up micro credit to women over the next three years by adding 25,000 women beneficiaries each year, but by December 2017, the number of beneficiaries had even declined to below the baseline of 7,000 in 2015 to 4,464 beneficiaries.³⁶

The GRZ has demonstrated its commitment to the social protection both politically and financially by doubling the SCT budget allocation for 2017

and reclassifying the programme as a statutory grant to increase predictability of releases from Ministry of Finance (MoF). This is against the backdrop of the UNJP not being able to meet its planned resource mobilisation commitment of \$7,000,796, as well as inability to expend mobilized funds (absorption rate of about 77%).³⁷

36. *ibid*

37. 2017 Partnership Framework Annual Review Report Template for UN Results Group 6: Social Protection. p.7

The MTR also makes the following observations with regards to UN support to Social Protection.

- i. **The main focus of support is the SCT Scheme**, with little support being provided to the other two components of the 7NDP social protection focus, i.e. women empowerment and public welfare assistance. The UNJP supported the development of the Integrated Framework for Social Protection Programmes (IFFSPP) to strengthen implementation of protection programmes under the social assistance pillar by including groups currently missed (primarily mothers and children, adults in active age and the urban poor) broadening coverage to reach a more significant number of poor and vulnerable and increasing benefit levels. There is an opportunity to develop the SCT Scheme into a more comprehensive programme through harmonization with the other components, and integration of the other programmes into the SCT Scheme for enhanced social protection delivery efficiency; and
- ii. **The social protection components appear to be scattered across a number of Results Groups**, including Education, Health, Food Security and Economic Development. This may have the result of negatively affecting the Partnership Framework on social protection.
- iii. **The UNJPSP is generally on track with regards to the implementation of its five (5) key outputs**. The Results Group has made significant headway in terms of supporting policy development and capacity building for enhanced social protection delivery. Going forward, the most important thing is the proper management of the risks which the group identified as militating against the achievement of its objectives.

UNJP contribution towards the achievement of Social Protection related SDGs

Support to the social protection is manifestation of the UNJP's commitment to the SDG maxim of 'Leaving no one behind'. The UNJP's package of social intervention support contributes to *SDG Target 1.3: Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable*. GRZ with the support of UNJP has already managed to establish the SCT Scheme as a major social protection floor. In line with this target as well, the proportion of total government spending on essential services (education, health and social protection) is also increasing.

Key Recommendation for Social Protection

- i. The UNJPSP should explore the possibility of harmonizing and integrating some of the social protection programmes targeted at households into the SCT Scheme for improved efficiency of social protection delivery to vulnerable and marginalized groups.
- ii. Social Cash Transfers (SCT) payments to beneficiaries should be paid regularly to increase cash flow predictability among poor households, thus avoiding disruption of sustainable livelihoods.
- iii. All key social protection interventions should be brought under the umbrella of the UNJPSP for comprehensive and efficient coordination of support to the GRZ.
- iv. The UN should consider building the capacity of GRZ to manage SCT programme in order to enhance transparency and accountability.
- v. The UN should consider support the GRZ in developing electronic payment system for the SCT beneficiary payments.

Pillar 2- Economically Sustainable and Inclusive Economic Development

Pillar 2 has two Results Groups as follows: Result Group 7 - Economic Development and Result Group 8 - Environmental Sustainability. The following sections present performance of the UN support with regards to outcomes for Pillar 2.

Result Area 7- Economic Development

UN CONTRIBUTION TO POLICY FRAMEWORKS AND CAPACITIES

Development Challenges and UN Contribution:

Zambia achieved a stable macroeconomic environment as demonstrated in positive growth and single-digit inflation over the past 10 years. Real GDP growth averaged 6.4 per cent between 2005 and 2014, and inflation declined from 15.9 per cent to 7.9 per cent over the same period. However, economic growth is skewed towards copper mining, construction, wholesale and retail trade, agriculture, and transport and communication, sectors which are not labour intensive and in which the poor don't tend to work. This is despite the fact that although Zambia is urbanizing rapidly, majority of people (60%) still live in rural areas where they depend on subsistence agriculture for their livelihood. Agriculture is, therefore, the sector with the most potential for driving broad-based and inclusive economic growth, followed possibly by manufacturing and trade. Consequently, despite the impressive growth in the economy, poverty levels in the country are still stubbornly high, with extreme poverty levels of over 60 per cent in rural areas and over 15 per cent in urban areas. In both rural and urban households, poverty levels are highest among female-headed households. High unemployment levels and the pervasiveness of informal employment are core obstacles to poverty alleviation and decent work for most people in Zambia. As part of its support towards inclusive economic development, the UN pledged to work with different economic players including the GRZ, private sector (large and small business enterprises), Civil Society Organisations and academic institutions to support various economic

growth led initiatives aimed at strengthening and enhancing policies and assisting communities to graduate from vulnerabilities to resilience.

UN Contribution to policy frameworks: The UNJP Results Group on Economic Development support to policy frameworks included the following: finalization of the 7NDP in 2017; alignment of the Draft National Employment and Labour Market Policy in 2017; development of the National Industrial Policy (NIP) in 2016; Alignment of Zambia's Mining Policy and Legal framework with the Africa Mining Vision in 2016; development of the Sustainable Housing Guidelines in 2016; revamping of the Livestock Information Management System (LIMS) in 2016; development of the Draft Charcoal Regulatory Framework in 2016; development of the Integrated Rural Development Strategy (IRDS) in 2017.

Capacity strengthening to GRZ: The UN has built the capacity of GRZ. Within the framework of the IRDS, the UN supported capacity building of two MNDP officials for them to effectively plan, design and evaluate effective public investment programmes for improved employment outcomes. The UN also provided technical support to the Disaster Management and Mitigation Unit (DMMU) in enhancing the operationalization of the Zambian Emergency Preparedness and Response Information Systems (ZEPRIS), a platform which will strengthen the adaptive and mitigation capacity of communities against climate shocks. The UN provided capacity strengthening trainings in Pro-Employment Budgeting (PEB) approach to MNDP, Cabinet Office, and the Zambia Institute of

Policy Analysis and Research. The UN supported the training of Ministry of Fisheries and Livestock staff on to generate evidence-based information with the LIMS. Capacity of the Department of Veterinary services and the Zambia Agricultural Research Institute (ZARI) for surveillance of vectors and diseases has been improved. In addition, the phytosanitary capacity evaluation by ZARI was conducted and inspectors trained in identification of major pests and diseases at national entry points to curb the incursion of diseases at those locations. Technical support was provided to the MFL and MoH to undertake surveillance and data analysis, in addition to enhancing laboratory capacities in food safety. In addition, five sectors (Plant Health, Animal Health, Forestry, Fisheries and Food Safety) were supported in the development and establishment of Early Warning, Rapid Alert and Risk Reduction. Approximately 500 extension officers from 48 districts were trained on conservation agriculture practices that ensured transfer of skills to adopt appropriate technologies resulting in the scale up of conservation agriculture practices for 21,000 lead farmers and nearly 300,000 farmers. Capacity of ZARI in rice breeding was strengthened through provisional of technical assistance and an exchange visit of ZARI staff to Tanzania.

Capacity strengthening to private sector: As at the MID Term, the UN, through the Results Group on Economic Development had strengthened the capacity of the private sector as well. About 312 micro, small and medium-sized enterprises (MSMEs) were supported with business development services trainings and linked to large retail outlets in the country. Government agencies also participated, such as Zambia Development Agency, Citizens Economic Empowerment Commission, Zambia Bureau of Standards, Zambia Public Procurement Authority also participated in supporting the MSMEs.

RESULTS AREA 7 CONTRIBUTION TO OUTCOME INDICATORS

By working with different economic players including Government, Private sector (large and small Business enterprises), Civil Society Organizations and academic institutions to support various economic growth-led initiatives, the Results Group on Economic Development contributed to creating an enabling economic environment for enhanced inclusiveness.

Percentage of working people contributing to social security scheme and formal sector employment as percentage of employed population increased to 17.2% and 24.1%, respectively, at Mid Term. Under the spirit of Leaving no one Behind, the UN built the capacity of GRZ to support private sector growth and provided key trainings to the private sector that contributed to the formalization of their businesses and establishment of linkages with input and output markets. A total of 312 MSMEs were linked to output markets and large companies, 338 were trained in BDSs (Market Analysis and Development, Start and Improve Your Green Construction Business, Sustainable Enterprises, Business Modelling, Small Scale Tree Nursery Establishment and Management, Sustainable Linkages, Access to Finance, Social Protection and Occupational Safety and Health).

Table 15: Status and Rating of Economic Development Outcome Indicators

Pillar 2: Environmentally Sustainable Economic Development						
Outcome 2.1: By 2021 productive sectors expand income earning opportunities that are decent and sustainable especially for youths and women in the poorest areas						
Result Group 7: Economic Development						
Relevant Outcome Indicators	Baseline % / No.	Status (2017/18)	Target 2021	SDG Targets	Rating Outcome Performance	Rating Towards SDGs
1. % of working people contributing to social security scheme	14.5% (2012)	17.2% (2017) ¹⁰	35%	8		
2. Formal sector employment as % of employed population	15.4% (2012)	24.1% (2017) ¹¹	27%	8		
3. Proportion of working poor in the labour force	37.5% (2012)	LFS/ Data Not Available	27.6%	8		
4. Total value added (% of GDP) by the productive sectors (agriculture, mining, manufacturing, energy, construction and tourism)	Agriculture: 8.9% Manufacturing: 7.5% Energy: 2% Construction: 1.4% Tourism: 1.4% Mining: 6.5%	Agriculture (6.8%) Manufacturing (7.7%) ¹² Tourism (3.5%) ¹³ Mining (15.3%) ¹⁴	Agriculture: 9.9 % Manufacturing: 9.1% Energy: 4.2% Construction: 16.6% Tourism: 2.2% Mining: 6.6%	8,9		
5. Reduction in the Crop Diversification Index (area planted to maize/area planted to 12 major crops)	TBD		TBD	9		
6. % of renewable and alternative energy in national energy mix	0.03% (2012)	1.1% (2017) ¹⁵	2%	7		
7. Megawatts generated from renewable energy resources	1.75 (2012/13)	Data Not Available	31.75	7		
8. National annual emission of carbon dioxide with land use change and forestry (giga gramme-Gg, CO2 equivalent)	54,715 (2010)	Environment Report/Data Not Available data	51.432	7		
9. Number of hectares of forest coverage lost due to deforestation annually	300,000 (2013)	Environment Report/Data Not Available data	230,000	15		
Overall Outcome Rating						

Participating UN Agencies: ILO, FAO, WFP, UNAIDS, IFAD, UNEP, UNDP, UNCDF

Key		On Track	10. National Pension Scheme Authority (NAPSA) 2017
		Partially on Track	11. 2017 Annual Progress Report Seventh National Development Plan (7NDP: 2017-2021)
		12. 2017 Annual Progress Report Seventh National Development Plan (7NDP: 2017-2021)	
		13. Zambia Tourism Board (2017)	
		14. 2017 Annual Progress Report Seventh National Development Plan (7NDP: 2017-2021)	
		15. Ibid	
		Off Track	

Contribution to Tourism and Mining sectors to GDP surpassed at Mid-Term: Through contribution to development and adoption of enabling policy frameworks and fostering a closer collaboration among the private sector as well as between the government and private sector, the contribution of tourism and mining sectors increased from 1.4% and 6.5%, respectively, to 3.5% and 15.3%, respectively. The share of value added to GDP for the infrastructure sector at Mid-Term (7.7%) was higher than that for the agriculture sector (6.8%), indicating a relative increase in economic diversification.

Significant diversification of energy sources at Mid-Term: The contribution of sustainable energy sources to total national energy mix increased from 0.03% in 2012 to 1.1% in 2017.

Noted Challenges

- i. Increased work load for several key partners and stakeholders affected service delivery and

implementation of the Partnership Framework activities.

- ii. The delay in implementing outcomes of policy reviews, timely delivery of goods and services (equipment, studies and workshops) mostly due to protracted procurement processes.
- iii. Limited understanding of the benefits of project ownership to fosters a dynamic environment for both stakeholder commitment and complementary actions.

Key Recommendations for Participation

- i. The UN should consider prioritising formulation of joint annual plans and monitoring with all its stakeholders (GRZ, private sector, CSOs and donors) to enhance programme ownership and accountability.
- ii. In addition to GRZ, the UN should consider development of broader partnerships to include private sector, CSO and Philanthropy.

Result Area 8- Environmental Sustainability

Development challenges and UN Contribution towards environmental sustainability: In the last four decades, the country has witnessed an increase in the frequency of extreme events, such as floods and droughts, along with temperature rises. Temperature has been increasing at 0.60 Celsius per decade while mean rainfall has decreased by 2.3% per decade, with shorter rainy seasons and more erratic rainfall events, leading to occasional droughts and floods in the last decade.³⁸ Climate-induced changes to physical and biological systems are already exerting considerable stress on the country’s vulnerable sectors. In particular, agriculture and food security, wildlife, forestry, water and energy, health and infrastructure have been adversely impacted, thereby affecting the economic, social, and environmental dimensions of sustainable development efforts. One of the

major challenges to natural resource management relates to ownership and management of land. About 94% of land is owned and managed by customary authorities, with only about 6 per cent being considered state land. 24% of forestland is in state hands. In this situation, it is difficult to manage forests sustainably, or to mitigate or adapt to climate change. Customary land is increasingly deforested and degraded, given pressure for alternative uses, especially among the poor, who cannot secure titles to range land. Lack of freehold ownership has been shown to reduce the incentive to manage the land sustainably. Poorer households have demonstrated a higher dependence on fuel wood, use of medicinal plants and other forest products that poses challenges to natural resource management and climate change adaptation.³⁹ As part of its efforts towards environmental

38. Zambia–United Nations Sustainable Development Partnership Framework (2016-2021).

39. Ibid.

sustainability, the UN pledged to support GRZ to strengthen systems and enhance policies, as well as build the resilience of communities and households to climate change effects.

UN CONTRIBUTION TO POLICY FRAMEWORKS AND CAPACITIES

UN Contribution to policy frameworks: The UNJP on Environmental Sustainability achieved significant progress in supporting the GRZ with the development of relevant policy frameworks. The following are some of the key policy achievements: development of the 7NDP in 2017 which is the anchor for supporting the implementation of the Nationally Determined Contributions; development of the 2016 National Climate Change Policy; ratification of the Paris Agreement on Climate Change in 2016; the Amended Constitution with particular reference to Parts ix, x and xi on devolved system of governance; realignment of functions and creation of new Ministries; development of the Forest Investment Plan. Review of the Energy Policy in 2016; finalization and validation of the policy review document to identify gaps hindering the deployment of REPS; review of the Policy and Legal Framework on health care waste management; development of the Draft Fire Strategy for the Kafue Ecosystem; review of the Wildlife policy; development of National Appropriate Mitigation Actions (NAMA's) in Small Hydro and Solar energy development;

UN Contribution to capacities: During the period under review, the UN implemented strategic interventions aimed at strengthening institutional capacity for promoting alternative energy sources, planning, resource mobilization, monitoring, reporting and verification of climate change mitigation and adaptation measures. The UN also strengthened the capacity of key national institutions for domestication and implementation of international and regional environmental and climate change commitments. In the first year of the Partnership Framework, the UN built the capacity of Government in resource mobilization

for climate change adaptation through development of the smallholder agriculture resilience proposal for GCF funding with a budget of \$48m. In the area of forest management, the UN strengthened the National Forest Monitoring System by establishing IT platform for Reducing Emissions from Deforestation and Forest Degradation (REDD+) process and training Forest Department staff in its application and GIS, and submission of the country's Forest Reference Emissions level to the United Nations Framework Convention on Climate Change (UNFCCC). Other contributions to the capacity building included: training of key stakeholders in undertaking feasibility studies for the mini hydro and solar energy to strengthen the capacity for mini hydro and solar energy development; training of gender focal point persons of relevant institutions to ensure that government adaptation interventions in the agriculture sector are gender responsive and transformative; training of policy makers, economic planners, researchers in cost benefit analysis, as a decision making tool for prioritizing climate change adaptation projects; training of trainees in health care waste management where necessary knowledge to train, develop, set up and implement a health care waste management system was acquired; establishment of forage demonstration plots in selected areas in Northern and Muchinga provinces; institutional capacity assessment to assess capacities of the climate change units in various institutions to identify and integrate climate change adaptation actions; key stakeholders' capacity in resource mobilization for climate change adaptation enhanced through the development of the small holder agriculture resilience proposal for GCF funding; training of trainees in conservation farming; and formation of 30 VAGs and 53 user groups in Chitambo and Serenje pilot sites to support implementation of the assisted natural regeneration and livelihood activities.

Table 16: Status and Rating of Environmental Sustainability Outcome Indicators

Pillar 2: Environmentally Sustainable Economic Development					
Outcome 2.2: By 2021 women, youth and other vulnerable groups are empowered to participate in economic opportunities that are decent and promote sustainable livelihoods					
Result Group 8: Environmental sustainability					
Relevant Outcome Indicators	Baseline % / No.	Status (2017/18)	Target 2021	Rating Outcome Performance	Rating Towards SDGs
1. Youth (15-35) unemployment rate	Total (10%) Male 8.55 Female 11.3%	Total (48.6%) ¹⁶	Maintain below 10%		■
2. Underemployment rate of employed population	10.2%	LFS/Data Not Available	TBA		■
3. % of vulnerable households below the poverty datum line	Total 60.5% Women-headed 79.8% Youth-headed (15-34) 54.1%	LCMS/Data not available	TBA		■
4. Proportion of women and men who own land	Male-35.3% Female-13%	Female-20% ¹⁷	50% 50%		■
5. Proportion of disabled who own land	TBD (insert where the baseline data is missing)	Data Not available	TBD		■
6. Proportion of women, youths and disabled with access to finance for productive economic opportunities	TBD	Data Not available	TBD		■
7. Share of women employed in the non-agricultural sector as percentage of total employment in the non-agricultural sector	49.6%	LFS/Data not available	50%		■

Participating UN Agencies: UNDP, FAO, UNEP, IFAD, WFP, UNIDO, UNICEF, UNDP

Key	■	On Track	16. <i>Ibid</i> 17. <i>Draft Land Policy (2017)</i>
	■	Partially on Track	
	■	Off Track	

RESULTS GROUP 8 CONTRIBUTION TO OUTCOME INDICATORS

Number of smallholder farmers who are aware about climate change and adopting climate change adaptations increased at Mid-Term:

By providing technical support and trainings to the different stakeholders in climate change and environmental management (GRZ, Private Sector, CSOs, communities and farmers), the UN contributed to raising awareness on the effects of climate change and methods of mitigating climate change effects among farmers and communities. Among other things, these interventions led to an increase in adoption of weather index insurance among smallholder farmers as a way of mitigating climate change impacts. As at 2017, the number of insured smallholder farmers increased to 2,835 from 500 while the sum insured rose from ZMW 4,900,000 to ZMW 7,900,000.

Increase in assets owned through incomes directly and indirectly derived from participation on the integrated risk management activities for smallholder farmers from 15% to 27.5%: The various interventions

implemented by the UN aimed at graduating communities from vulnerability not only increased the knowledge of the vulnerable groups in climate change risk management but also had an effect on their welfare when measured in terms of assets.

Noted Challenges:

- i. Limited participation of Agencies in Outcome Group activities led to delay in completion of the work planning and reporting processes.
- ii. The performance of the UN joint programme on climate change has not been satisfactory because of limited collaboration among agencies. As at Mid – Term, the Results Group had not submitted its Mid-Year Report for 2018.
- iii. The restructuring of the Ministries led to the delays in signing of the UN Joint annual work plans and consequently the implementation of activities.

Key Recommendation for Data and Accountability

The UN should consider broadening its partnership to include more stakeholders for increased ownership of programs.

Pillar 3- Governance and Participation

Pillar 3 has three Results Groups as follows: Result Group 9 – Data accountability, Result Group 10 – Participation and Result Group 11 – Human Rights and Justice.

Result Area 9 – Data and Accountability

Development challenges and UN Contribution to National Data and Accountability: Inadequate information and disaggregated data, and limited use of available data to inform planning, programming, monitoring, budgeting and expenditure frameworks remained a major development challenge in 2016.⁴⁰ As of 2016, the National Statistical System was limited in its capacity for coordination and harmonisation of statistical data production, with

an increasing number of entities emerging in the collection of data. The diversity of data sources which is not anchored in the national authorised institution for collection of data contributes to non-reliability of such data for planning and monitoring. Effective and participatory monitoring for greater transparency and accountability requires good real time, disaggregated evidence by geographical location, age, sex and wealth profiles.⁴¹ In the

40. GRZ-United Nations Zambia (2016) Zambia United Nations Sustainable Development Partnership Framework (2016-2021).

41. GRZ-UN Zambia (2016) The Partnership framework report. Pp 39.

Zambia-UN Zambia Sustainable Partnership Framework, the United Nations in Zambia committed to:

- i. Revise legislative framework defining the mandate of the national statistical system
- ii. Build the capacity of the National Statistical System to develop clear statistical indicators relevant for various sectors.
- iii. Advocate for consistent allocation and utilisation of resources to generate consistent, quality data collection, to undertake analysis and to disseminate disaggregated data.
- iv. Assess existing gaps and challenges in current systems for public administrative reforms.
- v. Effectively plan, implement and measure results
- vi. Strengthen legislative, coordination, institutional and accountability framework.

UN CONTRIBUTION TO POLICY FRAMEWORKS AND CAPACITIES

UN Contribution to Policy Frameworks and Capacities for Data and Accountability:

The UN supported the overall development of the National Development Plan (7NDP) and Civil Society Organisations (CSOs) and Sector inputs into 7NDP. Further support was provided in the generation of evidence to inform the development of 7NDP including and analysis of key population variables. The UN enhanced the capacity of the National Statistical Office in data collection and analysis initiatives to generate disaggregated data.

Result Group 9 Contribution to National Data and Accountability

The UN supported the GRZ in conducting national level data generation to inform

development planning and priorities: The UN supported the GRZ in the generation of national level data that is critical for planning and monitoring development indicators. The Rapid Country Profile of 2017, was critical for informing baseline information and projections for the 7NDP. The Rapid Country Profile covered analysis of key sectors. Other key outcomes for data generation mostly achieved in 2017 included the following: the 2020

Census Mapping; Generation of HIV/AIDS spectrum estimates; Comprehensive MDG 2015 Report; Birth registration for refugees; Disaggregated data on young people in the Education Management Information System (EMIS); Monetary and Multidimensional Child Poverty Study; National report on Industrialization and Human Development; and Modes of HIV transmission study informing the development of National HIV & AIDS Strategic Framework (NASF). The UN in Zambia also supported the processes for the 2018 Zambia Demographic Health Survey (ZDHS) which was reported to be three quarter way in its production. The 2018 ZDHS is a critical data sources for monitoring key development indicators.

National Capacity for data management information systems enhanced:

For Geo-Referenced Data generation, UN and GRZ are set to implement the Geo-Referenced Infrastructure and Demographic Data for Development (GRID3) Programme. The GRID 3 aims to advance the use of modern technology to promote efficient data investments, strengthen the generation and use of core high resolution population, infrastructure and other reference data for development planning and programmes. In collaboration with the Ministry of Health, UN successfully launched the Integrated Zambia Situation Room and completed the adjusted national and provincial estimates. *Results Group 9 Contribution to Data and Accountability Outcomes: Table 9 shows the results groups Outcome Indicator Results Framework.*

Table 17: Status and Rating of Data and Accountability Outcome Indicators

Pillar 3: Governance and Participation						
Outcome 3.1: By 2021 The National Statistical System generates and disseminates timely disaggregated data for evidence-base National Development.						
Outcome 3.2: By 2021 National Institutions at all levels target, manage, coordinate and account for resources for equitable service delivery and economic growth that is based on reliable data.						
Result Group 9: Data and Accountability						
Relevant Outcome Indicators	Baseline % / No.	Status (2017/18)	Target 2021		Outcome Performance	Rating Towards SDGs
1. Proportion of planned surveys conducted and results released on schedule	0	95% (9) ¹⁸	100%			N/A
2. Number of government ministries with functional management information systems	4	7	16			
3. % of users reporting satisfaction with the quality and timelines of data provided by the National Central Statistics Office System	No Baseline Data	QASCI	80 %			
4. % of ministries, provinces and spending agencies (MPSA) with unqualified audit reports by the Office of the Auditor General per year	56%	Improved but no statistics	30%			
5. % of annual budget government budget/expenditure to maintain social sectors (health, education, social protection).	32.9%	32.96% ¹⁹	33%			
6. Proportion of children under 5 who have their birth certificates	4.1%	QASCI	20%	16		
7. Mo-Ibrahim score for Public Management	47.6	46.8	53	16		
8. Mo-Ibrahim Index for Accountability	44.9	42.5	55	17		
9. Corruption Perception Index	37	37	48	16		
Overall Outcome Rating						

Participating UN Agencies: UNAIDS, UNICEF, UNFPA, UNESCO, UNECA, ILO, UNDP, IOM

Key		On Track	18. See section under generation of data. 19. Ministry of Finance Green Paper 2019-2021 Medium Term Expenditure Framework and 2019 Budget
		Partially on Track	
		Off Track	

RESULTS AREA 9 CONTRIBUTION TO OUTCOME INDICATORS

Registration of Persons at Sub National Levels:

With support from the UN, the Birth and Death Registration Act was amended in 2016.

Accountability: In partnership with the Ministry of National Development Planning (MoNDP) and CSOs, the UN developed impact and outcome level indicators in the 7NDP Monitoring and Evaluation Framework. The planned sub-district analysis of key socioeconomic variables for constituencies in Zambia has been completed and report is under quality assurance awaiting dissemination. With the UN support, the MoNDP developed the revised 2018-2030 National Population Policy and Implementation Plan which has been submitted to cabinet for approval. The National Budget Performance review to inform policy guidelines was also completed by the UN Inter-Agency Team through TWGs. UN supported cluster focused budget hearings on the 7NDP which provide Cabinet with strategic Information for the formulation of the 2019-2021 Medium-Term Expenditure Framework (MTFE).

National Data Needs and Capacity Requirement for Monitoring Implementation of SGDS 2019-2021:

Consultations with the GRZ during the MTR process observed that the country volunteered to participate in the global monitoring of SDGs. Zambia missed the 2019 opportunity and got the 2020 slot. The 2020 slot is opportune in many ways since the ZDHS will have been completed. The SDGs monitoring will also require a poverty assessment "Living Conditions Survey". The last such survey was conducted in 2015 and the next is due in 2019. The Central Statistics Office has two options, one is to conduct a quick 3-month survey or to conduct a longitudinal one-year survey. The longitudinal survey takes into cognisance the seasonality aspects of poverty. However, the short survey ensures timely availability of such national data for the SGD monitoring exercise. The GRZ highlighted the importance of the UN Zambia to support the country through the data needs

for the SDG monitoring. Furthermore, the GRZ indicated that while survey data is good for the SDG monitoring exercise, there was need for more administrative process data that is captured at line ministry level and also at sub-nation levels. Such data constituted close to 80% of data required for monitoring SDGs. The GRZ noted limited capacity to capture and analysis administrative data in line ministries or provincial and district levels. Support with strengthening information management systems therefore becomes imperative.

The Statistics Act of Zambia, No. 13 of 2018:

With UN support, the GRZ now has in place the Statistical Act of Zambia, to establish an integrated National Statistical system. It is comprehensive and covers issues to do with: coordination, collection, management and dissemination of statistics and well as promotion of use of data at the various levels. The Act also seeks to reconstitute the Central Statistical Office as Zambia Statistics Agency governed by the Board of the Zambia Statistical Agency.

Noted challenges and Key Recommendations:

The production of 2018 ZDHS slightly missed the timing for MTR for the Partnership Framework although it will be on time for the mid-term of the 7NDP. In preparation for the country's participation in global monitoring of the SDGs in 2020, Zambia requires a 3 months Conditions of Living Survey to inform the process. In addition, Zambia lacks capacity for well managed and analysed administrative data to inform the SDG monitoring process. The findings of the MTR observed that the UN in Zambia had also committed to support the GRZ with the revisions of the legislative framework, defining the mandate of the National Statistical System. This output remains unaccomplished at mid-term.

The MTR noted weak alignment of some of the planned results in the results framework to the Results Groups deliverables in respect to registration of children under 5 at sub-national levels.

Key Recommendations

- i. Consider providing the needed support and capacity for the GRZ's preparedness for the global SDG monitoring to include: a) support with the Living Conditions Survey; b) strengthening line ministries for IMS for analysis of administrative data.
- ii. The UN should support the GRZ to track records of children under 5 that are registered at sub-national levels
- iii. Consider inclusion of indicators for data monitoring of accountability in the Partnership Results Framework
- iv. The UN should consider supporting the GRZ with conducting an SDG baseline to inform the review set for 2020.

Results Area 10 – Participation

Development challenges and UN Contribution to Participation: In 2016, participation challenges for Zambia included ineffective participation of marginalised groups in national development programs including democratic processes. These sections of the population existed in the margins of socio-economic progress without meaningfully participating in national development. In terms of electoral processes, Zambia had challenges around democratic participation, peace and inclusivity of women, youth and the vulnerable. In response, the UN pledged to support increased and equitable participation of all, especially women, youth and marginalised populations in democratic processes at all levels.

UN CONTRIBUTION TO POLICY FRAMEWORKS AND CAPACITIES

UN Contribution to Policy Frameworks and Capacity Building for Participation: In 2016, the United Nations Youth Partnership Platform in Zambia (UNYPP-Z) was launched to create a partnership between the UN and Youth in development of policies, strategies, programmes and activities across the areas of the UN's mandates. The UN supported the Ministry of Youth Sport and Child Development to build capacity of the National Youth Network on Population and Development to advocate for youth priorities in the 7NDP and SDGs domestication Processes. With support from the UN, Guidelines

on community mobilization for Parliament Committees Public Hearings have been developed and operationalized. A total of 150 constituency workers were trained in community mobilization to enable communities participate in work of parliament. For women, UN and GRZ established a functional secretariat with operation manuals for the *Zambian Women Parliamentarians*. *Results Group 10 Contribution to Participation Outcomes: Table 18 shows the results groups Outcome Indicator Results Framework.*

RESULTS Area 10 CONTRIBUTION TO OUTCOME INDICATORS

Overall, representation of women in local government and parliament is very low (local government 9% and parliament at 18%: The last election in Zambia were held in 2016. In the SADC region, Zambia is ranked 4th lowest performing country. The country is also one of the few which do not have a quota system or any affirmative action clause. The low representation of women in local government is noted to be partly due to the recommended constitutional Act of 2016 that includes a clause on the need for anyone aspiring to stand as a candidate for political office to have a minimum qualification of a Grade School Certificate or equivalent. This educational minimum qualification has disadvantaged women participation in elected political position.

Table 18: Status and Rating of Participation Outcome Indicators

Pillar 3: Governance and Participation						
Outcome 3.3: By 2021 all people in Zambia, including women, youth and marginalized, have equitable and effective participation in National and Local democratic processes						
Result Group 10: Participation						
Relevant Outcome Indicators	Baseline % / No.	Status (2017/18)	Target 2021	SDGs Targets	Outcome Performance	Rating Towards SDGs
1. African Parliamentary Index	64.82	No Data	80	16		N/A
2. Proportion of women elected to the National Assembly	13%	18% (2017) ²⁰	50%	5		
3. Proportion of women elected as councillors	9% (2016) ²¹	N/A	TBA	5		
4. Mo Ibrahim Index for safety and rule of law	66.7 (2014)	64.9 (2017) ²²	65.1	16		
5. Voter turnout in general elections	44.7% (2016) ²³	N/A	70%	10	N/A	N/A
6. Mo Ibrahim Index for Participation and Human Rights	60.4 (2016)	57.5 ²⁴ (2017)	65	10		
7. Gender Inequality Index	0.617	0.517 ²⁵	0.550	5		
Overall Outcome Rating						

Participating UN Agencies: ILO, UNHCR, UNDP, UNFPA, FAO, UNESCO

Key		On Track	20. <i>The World Bank (2017) http://data.worldbank.org/indicator</i>
		Partially on Track	21. <i>Ministry of Gender (2018) Gender statistics in Women Representation in Local Government: The Case of Zambia.</i>
		Off Track	22. <i>Mo Ibrahim Index for African Governance 2018 Report (data for 2017)</i> 23. <i>Ministry of Gender (2018) ibid</i> 24. <i>Mo Ibrahim Index for African Governance 2018 Report (data for 2017)</i> 25. <i>UNDP Human Development Indices and Indicators 2018, Statistical Update Zambia.</i>

YOUTH PARTICIPATION IN DEVELOPMENT

Youth Participation in National Developmental Programs:

UN support strengthened capacity of young people to strategically advocate for youth priorities at national and sub-national levels. Through the UNYPP young people participated in various dialogue events in 2017 to include; ASIA Urban Youth Assembly and International Conference on the Great Lakes Region (ICGLR) member states⁴². The UN put together a group of 21 youth people who play an advisory role to its operations. In addition, young people were given an opportunity to express their views on the

progress made on implementation of the Action Plan for Youth Empowerment and Employment during the National Youth Forum held in March 2017. The UN successfully provided a platform for youths to interact with the Minister of Youth, Sport and Children Development during the International Youth Day. Under the One for All Initiative, 30 Youths comprising of Zambians and Refugees of different nationalities were trained in advocacy. A framework for National Youth Parliament formation and road map has been developed.

42. United Nations-GRZ 2017 Partnership Framework annual review report template for results group 10.

Government and Private sector have been successfully engaged in ensuring effective participation of the vulnerable groups: Normative guidance and technical support to government line ministries was provided to ensure all policy and development processes are inclusive of women, youth and marginalised groups. A local network of 10 Private Sector Companies were engaged to ensure sustainable inclusion of vulnerable groups in their business models from 20% to about 43%⁴³.

Challenges: Analysis of the Results Group Outcome indicator results framework for results group 10 indicated very poor performance in women's participation elected position for both the local government and parliamentary

representation. The requirements for being considered for elections which was raised to Grade 12, automatically disqualified majority of women. Zambia is reported to have the highest dropout rates for females especially in rural settings. Zambia is also one country which does not have quota system which would increase women participation in politics.

Recommendations:

- i. In the remaining period of the Partnership Framework, the UN should consider designing innovative programme working with political parties and civil society organisation focusing on increased participation of women in politics.

Result Group 11 - Human Rights and Justice

Development challenges and UN Contribution:

As of 2016, Human Rights situation in Zambia was generally described as stable despite isolated cases of political violence especially before and after elections. The country was still revising the Constitution of 2014. Legal Justice Sector Reform Commission was constituted. As of 2016 at the start of the Partnership Framework, there remained contradictions in the legislative environment including incongruity between statutory and customary laws, which presented challenges in the implementation of international instruments. Zambia ratified the main UN Human Rights Conventions but the challenge remained to bridge the implementation gap. Against this backdrop, the United National in Zambia pledged to support the GRZ in the following areas:

- i. Reviews of legislation (statutory and customary) in line with international human rights standards and norms and effective implementation of laws.
- ii. Institutional strengthening to address corruption and enhanced transparency.
- iii. Strengthen rights holders to demand access to justice and fully enjoy their rights.

UN CONTRIBUTION TO POLICY FRAMEWORKS AND CAPACITIES

UN Contribution to Policy Frameworks:

Under Human Rights and Law, the UN covered quite a number of issues. Support was given in the development of a National Framework for monitoring the implementation of Universal Periodic Review (UPR) recommendations. Paralegal Alliance Network (PAN) received substantive support in the development of a Training Manual on Migration and Right to Health of Migrants. The Immigration and Deportation Act and the Anti-Human Trafficking Act (2008) were reviewed and the bills submitted to parliament. For Child Rights, UN supported the Child Justice Forum in the development of training modules for Zambia Policy on Child Rights. Under Justice, support was provided in the development of the Draft Strategic Plan for the Judiciary. A standardised training curricular on mixed migration was developed for Zambia Police, Zambia Correctional Services and Department of Immigration⁴⁴.

43. United Nations-GRZ 2018 Partnership Framework annual review report template for results group 10.

44. UN-GRZ Sustainable Development Partnership Framework Annual Review Report-Result Group 11 Human Rights and Justice 2016.

The UN supported relevant national institutions to enhance their capacity in the understanding of International Human Rights Mechanisms.

In 2016 government departments in the Human Rights and Justice sector were supported to attend the Child Rights Commission Reporting Session and Stakeholders meeting on the African Charter on the Rights and Welfare of the Child (ACRWC). Partners in the Urban and Camp based refugee Programme received training to include multi-sectoral approaches and guidelines for management of GBV, Migration Health and GBV, entrepreneurship TOT trainings using ILO tools, Sexual Reproductive Health and Mental Psychosocial Support. UN supported capacity building of local actors, Civil Society and Traditional Leaders to educate, inform and support rights holders. Law enforcement Officers were trained on Human Rights Law, a key component of enhancing access to justice⁴⁵.

Support was given to strengthen the legal aid system and to ensure standards for paralegal representation and qualification of legal representation.

Zambia Law Development Commission (ZLDC) was supported to compile criminal procedures and review the Prisons Act & Allied Legislation. Customary courts adjudicators that included Headwomen and men who presided over cases at village courts were trained in adjudication of GBV cases in line with Committee on the Elimination of Discrimination Against Women (CEDAW) guidelines.

UN supported investments in evidence generation and data to inform evidence-based interventions and policies:

GRZ line-ministries were supported to review the existing data collection tools for monitoring of children in detention facilities. Monitoring was extended to relevant institutions in the justice system at the district level to include the police, Social Welfare, Judiciary and Prisons. The UN provided support for the Zambian Police to establish the GBV Electronic

Occurrence Book and preparation of the Gender Status Report. The change of name from Zambia Prison Services to Zambia Correctional Service in 2016 was a paradigm shift which the UN utilised as an opportunity to support the transition process to mainstream Human Rights and Justice standards.

Boarder and Internal Security Actors' capacity was strengthened:

UN supported the mission to monitor Northern border corridors. District Joint Operations Committees (DJOs) and Frontline Security Officers were engaged for training on safe places for temporal detention of asylum seekers. Principles of International Protection and Refugee Protection were the major topical issues discussed during the trainings. The Department of Immigration was supported to review and updating of the Immigration Standard Operating Procedure (SOP). The SOP supported Immigration Officers on how to identify various vulnerable groups and necessary steps to ensure that vulnerable migrants receive necessary protection assistance⁴⁶.

45. Ibid

46. UN-GRZ Sustainable Development Partnership Framework Annual Review Report-Result Group 11 Human Rights and Justice 2016.

Table 19: Status and Rating of Human Rights and Justice Outcome Indicators

Pillar 3: Governance and Participation					
Outcome 3.4: By 2021 all people in Zambia, including the large number of marginalized and vulnerable people, have greater understanding of their rights and are able to claim them, have greater human security, have access to justice and have equal opportunity under the law.					
Result Group 11: Human Rights and Justice					
Relevant Outcome Indicators	Baseline % / No.	Status (2017/18)	Target 2021	Outcome Performance	Rating Towards SDGs
1. % of human rights cases reported to the Human Rights Commission that have been investigated and concluded	79%	No Data But improving			
2. Number of legal cases brought forward to the following year (case backlog)	Total: 4,592 Magistrate Court: 2,117 High Court: 2,475	4,345 ²⁶ - -	Total: 2,755 Magistrate Court: 1,270 High Court: 1,485		
3. % of gender-based violence cases adjudicated	31%	No Data but mobile courts effective	45%		
4. Proportion of children in conflict with the law that enter a diversion programme	10%	No Data But Child Rights taken seriously	20%		
5. Mo Ibrahim Index for safety and rule of law	60.4	64.9 ²⁷	65.1		
Overall Outcome Rating					

Participating UN Agencies: UNAIDS, UNFPA, UNICEF, WHO, UNICEF, UNDP, ILO, IOM, UNHCR, UNODC

Key		On Track	26. Justice Minister Given Lubinda launch of the legal services unit at the Livingstone magistrate's court. 27. 2018 Ibrahim's Index on African Governance Zambia Scores, Ranks & Trends
		Partially on Track	
		Off Track	

RESULTS AREA 11 CONTRIBUTION TO OUTCOME INDICATORS

The UN Supported the GRZ in the Universal Peer Review Reporting Successfully reporting on the 28th Session of the UPR in November 2017 and 37th Ordinary Session on in March 2018: UN support included technical assistance to produce the UPR reports, the Joint UN Agencies holding side events to advocate for vulnerable

groups. In 2017, the UN Agencies organised side events on sexual and reproductive health rights. To increase knowledge on Human Rights, Zambia hosted Missions from the Special Rapporteur on the Rights to Food as well as the UN Office for High Commissioner for Human Rights. The Third Cycle UPR report focused on the recommendation made in the 2012 Report. The Minister of Justice, noted that the GRZ examined the 2012

recommendations and supported a total of 90, it deferred 2 and referred a total of 111 for further consultation with stakeholders at national level. The UN further supported the GRZ to prepare a progress report presented to the 37th Ordinary Session of the Human Rights. Presenting to Parliamentarians, the Minister of Justice reported that out of the 203 recommendations received, Zambia had supported a total of 183 and noted a total of 19 recommendations. Furthermore, the recommendations relating to the ratification of the Optional Protocol to the Convention on the Elimination of all Forms of Discrimination against Women, which had been earlier noted, was fully supported. Similarly, the three Optional Protocols to the Convention on the rights of the Child were totally supported. The recommendation relating to the ratification of the second Optional Protocol to the International Covenant on Civil and Political Rights, targeted at abolition of the death penalty, was noted.⁴⁷

Box 1: Leaving No One Behind in Zambia's Human Rights Decisions.

In the spirit of upholding democratic principles and inclusive involvement of all stakeholders, the GRZ organised a consultative workshop with national stakeholder (Civil Society Organisations, Private Sector, Government Institutions and Permanent Human Rights Commission) to share outcomes of the 2017 Third Cycle UPR and receive their views on the 111 referred recommendations.

At Mid Term, The UN Registered Significant Results in the Fight Against Gender Based Violence (GBV): Fighting GBV including child marriages: Working closely with community based civil society organisations, the UN supported young girls aged 10 to 19 years who are at risk of child marriages, teen pregnancies and violence. More than 3, 500 young girls were mobilised and had access to safe spaces where they received

information on their rights as well as how to access services on sexual and reproductive health.

Fast Track Courts for GBV: To promote the rule of law and provide equitable access to justice, including survivors of SGBV, Fact Track Courts were initiated. The programme was delivered through a UN-GRZ Joint Programme. A terminal outcome evaluation on the Joint programme indicated that by end 2017, 5, 679 GBV survivors had received health services, attaining a 116% achievement. As many as 1,013 health workers were trained on guidance for providing services to GBV survivors. Fast Track Courts were proved to be efficient ways of accessing justice to the survivors of GBV.⁴⁸ The UN participates in a regional programme for comprehensive GBV, HIV and sexual reproductive health: The UN responded to a EU call for proposals for support to GBV. The Joint UN programme is an integrated service delivery for comprehensive SRHR, HIV and SGBV. Additional funding support was sought from Swedish Development Cooperation. The programme called "Strengthening integrated sexual reproductive health and rights (SRHR/HIV and Sexual and Gender based Violence) is regional programme for East and Southern Africa (ESA) and is aimed at accelerating Sustainable Development Goals SDG 3 and 5.⁴⁹

Box2: Leaving No one behind-GBV services decentralised

The UN supported strengthening systems in response to violence and abuse. Support was provided for the devolution of powers to conduct medical examinations and complete affidavits for survivors of sexual violence from medical doctors to include all other registered clinicians such as nurses and clinical officers. This improved availability of services in the hard to reach areas with limited access to medical doctors.

47. GRZ (2018) Ministerial Statement: The Universal Periodic Review and Zambia's strides to improve and uphold human rights and Results Groups Annual Review Report to the RC 2017 and 2018.

48. GRZ and United Nations (2017) Independent Evaluation of the Government of the Republic of Zambia/United Nations (GRZ/UN) Joint Programme on Gender Based Violence. Final Evaluation Report.

49. Results Group 11, Human Rights and Justice- 2017 Annual Review Report.

Delayed trials and Court Cases Backlog has been reduced: Inadequacies of the criminal justice system in Zambia slowed down the process of trials and led to a considerable backlog of cases. With a population of about 19,000 inmates in a space meant for just over 7,250 the Service struggles to provide various services to inmates effectively. UN and its partners have made strides of effort in supporting the provision of legal and paralegal aid services to speed up court proceedings and relieve the congestion of correctional centres. By mid-2018, 10,500 inmates had received legal aid, 1,176 inmates (210 female, 966 male) and 84 prison officers were trained as paralegals, 1,260 circumstantial children (children born in prison), juveniles, women, disabled persons, the terminally ill persons and the aged received welfare packages. About 13 radio programmes and 3 TV programmes have been conducted in 2017/18 to raise awareness

of prisoners' conditions to the public and 2 prison visits were organised for Members of Parliament, magistrates, judges and policy makers⁵⁰.

Challenges: The proportion of human rights cases that are reported, investigated and successfully concluded remain relatively low. There has been a paradigm shift with respective line ministries expected to play respective leading role in the writing of UPR reports, a role that the Ministry of Justice previously occupied. The capacities of line ministries to play this role remain limited.

Recommendations

The UN should continue to provide support to the GRZ to enhance the capacity of Line Ministries to write UPR reports and to support the GRZ in areas of UPR recommendations where the country committed to address the concerns.

5.2 Effectiveness of the Monitoring and Evaluation Mechanisms

The Partnership Framework has a results framework built around pillar outcomes and results group outputs. The RGs report bi-annually mainly around the outputs targets. The results groups all share common overarching outcome results around the 3 Pillars. There is room for tracking Partnership Framework results at outcome level through development of additional outcomes around the suggested 5 results areas, thus rally UN efforts around the outcomes. In addition,

the UNCT through the results areas should also consider conducting Outcome evaluations to inform the 2021 planned evaluation. Improving the Partnership Results framework is also likely to motivate the UN agencies to use it as reference for measuring progress of the one GRZ-UN programme. Against these suggestions for improving M&E for the Partnership Framework, the MTR recommends the revision of the Partnership Framework Results Framework accordingly.

50. European Commission (2018). Promotion of human rights and access to justice for prisoners in Zambia

5.3 UN Responsiveness to unforeseen development priorities

Responsiveness addressed the degree to which the UN in Zambia was responsive to unplanned emerging development priorities. At mid-term, three areas were evident: i) responding to the influx of refugees from the Democratic Republic of Congo (DRC), ii) UN contribution to the response to cholera and iii) Support to the GRZ in the fight against the fall armyworm.

Response to the influx of Refugees from the DRC: The MTR noted that the brief to the head of the UNHCR in Zambia from her Headquarters (HQ) was to scale down toward winding up. However, the emergency on the influx of refugees reversed this path. The UN agencies established the Central Emergency Response Fund (CERF) Joint Programme which focussed on rehabilitating and settling host communities and refugees. The UN has received positive feedback from the President of Zambia as well as from the EU for a magnificent work.

Response to the Cholera Outbreak: Zambia has experiences cholera outbreaks in the past. The magnitude of the outbreak in 2018 was huge. The UN Agencies came together to develop a response Plan. Under the leadership of the WHO, awareness raising and advocacy for combating the outbreak was spread widely. The country combated the outbreak.

Support to address the Fall Armyworm: When fall armworms first broke out in 2012 and 2013, it was difficult for the GRZ to control it. When the same challenge occurred during the review period 2016 and 2017, the UN responded by supporting the GRZ in forming coordinating teams lead by the Disaster Management Mitigation Unit (DMMU). The UN also worked with the Ministry of Agriculture to support with mitigation measures. One of the challenges was information dissemination. The UN worked with Airtel to disseminate messages that reduced the impact of the armyworm compared to the impact in 2012/2013. With support from the UN, the GRZ successfully combated the outbreak.

5.4 Application of the UNDG Guidance in the Delivery of the Partnership Framework

The UNDG 2017 Guidance on implementation of UNDAFs highlight the importance of addressing key guidance principles: i) Leaving no One behind; ii) Results Focused Programming; iii) Capacity Development; iv) Human rights gender and women's empowerment; v) Risk informed programming and vi) Development Humanitarian and Peacebuilding Linkages. A cross analysis of the delivery of the Partnership Framework across the pillars and results groups indicate that to a large extent the UN in Zambia has applied the UNDG programming principles in the delivery of the Partnership Framework:

Leaving no one behind: The MTR noted that there are many programme responses which addressed the most vulnerable groups in Zambia. Of note is the UN response to refugees resettlements, the innovative programme for increasing access to legal services to survivors of SGBV through a Joint programme for SGBV and the research on the children with disabilities conducted by the UN in the north which has resulted in the development of a joint programme to address disabilities and education. The MTR also noted a unique design of the Partnership Framework outcome results where the first layer addressed capacity of GRZ to deliver on

the 7NDP while the second layer of outcome results focused on addressing vulnerable groups across all the pillars of the Partnership Framework.

A Results Informed Programming: The GRZ-UN Partnership Framework has to some extent applied a result-informed programming. The programme is supported by a results framework. The RG 9 on data and information provides support across all results groups for tracking results and planning. The data and information results group also support the GRZ to track results for planned targets. The UN has also supported the GRZ with development of a baseline data for the SDGs. An SDG results framework is already in place and the UN are already working on improving data and information to inform monitoring of the SDGs for Zambia in 2020. The MTR notes the need to enhance capacities of the M&E group and UNCG on RBM and SDGs to improve reporting on 7NDP and Partnership Framework results.

Capacity Development: Capacity development by the UN seeks to maximise national ownership, leadership and address capacities at levels of individuals, organisations and creating an enabling environment for sustainable development. A review of UN support to GRZ on capacities across all the 11 results groups demonstrated beyond reasonable doubt the immense contribution by the UN in this areas. Capacities for the GRZ has included enhancing policy frameworks, human capacities including technical and material support in sectors such as health. The MTR noted a unique design of Partnership Framework Pillar outcomes where one level of the outcomes focuses on capacities for the GRZ while the other level focuses on capacities of vulnerable groups across all the results groups.

Human rights, gender equality and women's empowerment: Overall the Partnership Framework has integrated a Human Rights, gender equality and women's empowerment approach to programme delivery. Pillar 3 on Governance and Participation had results groups focusing purely on human rights gender equality issues. However the MTR noted

room for improvement to effectively apply this UNDG principle in the programme delivery. The results framework for the Partnership Framework lack gender equality specific outcomes and respective indicators which can be used to track gender equality results across the results groups. The MTR also noted a notion among the UN that SGBV is synonymous with gender equality. There is need to broadened the scope of gender equality and women's empowerment approach to all results groups. In order to have a strategy for addressing gender equality issues, the role of the M&E group should be enhanced to include tracking gender equality results, Their capacities in this guidance principles should also be enhanced. For effective and systematic integration of gender equality principles, the results framework should be reviewed for inclusion of relevant outcomes and indicators.

Risk Informed Programming: According to the UNDG (2017) risk informed programming entails a multi-dimensional approach to managing disaster risks and to protect gains while employing the principle of "Do no Harm" The Partnership Framework has applied this important UNDG principle. Of note is the strategy to mainstream sustainable environment issues, climate change and resilience in programming for the Economic development pillar. The UN quick response unforeseen emergencies (cholera outbreak and humanitarian settlement all attest to risk informed programming.

Development Humanitarian and Peace Building Linkages: For Partnership framework, the UN response to the influx of refugees demonstrates a unique example of addressing the development Humanitarian nexus. While the CERF was addressing an emergency humanitarian issue, the response was designed in a manner to also provide opportunities for sustainable development for the programme beneficiaries. The strategy for 50 refugees and 50 Zambian national was also a strategy to address potential outbursts of conflict between the host communities and incoming refugees.

5.5 Technical and Financial Resources for the delivery of the Partnership Framework

Adequacy of Technical expertise: During the period under review, the MTR learnt that the UN in Zambia has adequate technical expertise to support the implementation of the Partnership Framework and the policy development processes and other areas requiring technical support (e.g. development of policies and normative frameworks, and their implementation in line with international conventions and treaties to which Zambia is a state party). As at MTR, the UN comprised: 12 resident (FAO, IFAD, ILO, IOM, UNAIDS, UNDP, UNECA, UNFPA, UNHCR, UNICEF, WFP and WHO) UN funds, programmes and specialised agencies, and 10 non-resident (IAEA, OHCHR, UNCDF, UNCTAD, UNEP, UNESCO, UN-HABITAT, UNIDO, UNODC and WMO) agencies. In each Agency, the UN had qualified intervention staff with experience working at the global level who brings in their skills for effective deliver of UN joint programme, including the Partnership Framework. In addition, the Bretton Woods organisations, including the International Monetary Fund (IMF) and the World Bank, are part of the UN System, and they contribute to UN's overall technical capacities. Further, the MTR learnt that the UN in Zambia has access to the expertise in its Regional and HQ Offices. During the process of aligning the 7NDP to the SDG Agenda, the UNCT was able to draw upon the technical expertise in its regional offices to support the GRZ align the 7NDP to SDGs. With this level of support and technical expertise, the UN was able to help the GRZ achieve 85% alignment of the 7NDP.

Adequacy of Financial Resources: Despite challenges such as shrinking donor funding due to shifting donor priorities, reducing ODA and limitations in resource mobilisation following the categorisation of Zambia as a lower middle-income country (LMIC) which have constrained delivery and expansion of certain programs, the UN had for the first part of the Partnership Framework raised significant resources on its own and from its external partners. Based on consultations with the UN and

the information in the monitoring reports by the Results Groups, the UN had on average mobilised about 85% of the planned resources for the first half of the Partnership Framework implementation. However, unplanned emerging development needs such as the influx of refugees from the Democratic Republic of Congo (DRC) in 2017-18, the cholera outbreak in 2017 and the invasion/outbreak of the fall armyworms in recent past resulted in the diversion of some resources away from the Partnership Framework implementation, adding to the already existing financing gap. Consultations with both the UN agencies and development partners confirmed that resource mobilisation for GRZ-UN Joint programmes is a strategy that works for financing aspects of programme delivery for the Partnership Framework.

Recommendations:

- i. There is a need for the UN to focus more on results to attract funds and to identify non-traditional sources of funding including the private sector and philanthropic organisations.
- ii. Need to expand donor base to improve the financial landscape and continuously lobby government to prioritise and increase funding to priority sectors.
- iii. The UNCT should consider using the Joint Programming modality as a mechanism for increasing financial resources for delivering the Partnership Framework programme.

5.6 Added Value of the Partnership Framework

The MTR notes that the major feature of the Partnership Framework that distinguishes it from its predecessor (the United Nations Development Assistance Framework, UNDAF) is its focus on partnerships. In recognition of Zambia's attainment of the lower middle income (LMIC) status, the Partnership Framework was from the outset built with a shared purpose: Delivering Transformation as One. Inspired by the vision and ambition of the sustainable development agenda, under the Partnership Framework, the UN has made a decision to achieve sustainable development in partnership with as many stakeholders and people groups including the government, youth, civil society, the private sector and cooperating partners. Among other things, the UN hopes to achieve shared development through: (i) joint learning and practicing of new partnership skills across the United Nations in Zambia and through a whole of government approach and (ii) building new partnerships with all stakeholders who join and become an integral part of the transformative agenda of leaving no one behind. By mere timing, the Partnership Framework coincided with the coming in of the SDGs, which has propelled the UN to put more energies in supporting the GRZ in work on SDG. An SDG results framework is already in place.

What has worked? Despite the vision to implement the Partnership Framework jointly with stakeholders as partners, at MTR, partnerships on the Partnership Framework were less prominent, with the UN coordinating the delivery of the Partnership Framework by themselves. Consultations with the government, private sector and donors revealed that involvement of the stakeholders in the Partnership Framework was minimal as evidenced by the limited knowledge among the stakeholders about the Partnership Framework. The MTR notes that engagements between the UN and stakeholders including the government occurred between individual agencies

and were guided by areas cooperation outside the Partnership Framework. The UNCT has had a special approach in working with the youth who were provided an opportunity to engage with the UNCT and a budget was set aside to support them to operationalise their priority programmes.

Noted Gaps: The consultation for this MTR with both the GRZ and UN agencies observed that the governance coordination structures for the Partnership framework at Mid Term was one sided, with the UN coordinating the delivery of the Zambia -UN Joint programme by themselves. This was more due to the preoccupation of the GRZ with first development of the 7NDP, the establishment of coordination structures and the restructuring within government with the MNDP separating from the Ministry of Finance and Planning. While the Partnership Framework emphasis the importance of Partnership Framework the UN coordination structures for the delivery of the programme is not explicit on how to engage other stakeholders to include the Development Partners, Civil society and

Key Recommendations

- i. Design more innovative approaches for the UN to engage with partners like the Development Partners, Vulnerable Groups in delivering the programme. The UN could organise annual feedback forums on the Partnership Framework targeted at specific groups. This could provide a two way mechanism for improving delivery of the programme.
- ii. The UN should use the GRZ-UN Coordination Committee as an avenue to invite strategic leadership from CSO, Private Sector and other groups to engage with the delivery of the Partnership framework.



CHAPTER 6

6. DELIVERING AS ONE

The United Nations Development Group (UNDG) developed the Standard Operational procedures for Delivering as One (DaO). The 2030 Agenda also calls for a strong United Nations development system that delivers joined up support. The standard operating procedures for DaO focuses on promoting coherency and improving and improving standards and operating systems. The standard operating procedures have 5 pillars i) One Leader; ii) One Programme; iii) Common Budgetary Framework; iv) Communicating as One and v) Operating as One.⁵¹ In 2011 Zambia volunteered to be a self-starter DaO country and in 2015, it was a full-fledged DaO county. The shift from UNDAF (Development Assistance) to “Sustainable Partnership Framework” was to endorse the DaO focus for the country.

What has worked for DaO?: The findings from the MTR notes that Joint Programmes involving more than two UN agencies and with participation of the GRZ that are characterised by: well developed concepts Notes and Programme Documents, common budgets; well-articulated outcome results and jointly owned results, have been good examples for DaO. Between 2016 and 2018, the UN have had many Joint Programmes. However, it should also be noted that not all Joint Programmes were structures to enhance DaO. Joint programme that were characterised by: absence of well thought out programme designs, separate resource mobilisation and separately owned results did not enhance the spirit of DaO. The UN Communications Group, has to large extent presented the UN as One family. The Joint UN work of youth issues has also been one of good examples for DaO. The OMT has been functional albeit with room for strengthening their linkage with the RCO for greater support. The UNCT has provided a selected representative group of the youth to contribute to the UN focus on youth issues. During early years of the Partnership Framework, the UNCT has funded the Youth

representatives to finance priority activities for the youth in the country.

Noted Challenges: As discussed in earlier sections, the engagement of the GRZ in the delivery of the Partnership Framework 2016-2018 was relatively limited. This is however despite the fact the foot prints of individual UN Agencies to their respective Line Ministries were very visible. The other noted challenge was around branding and raising individual flags by UN Agencies. Bill boards and often products supported by some individual agencies have their logos as opposed to the common One UN Logo. The MTR findings also noted a tendency for competition among individual agencies for funding opportunities. This is however against the observation that the Development Partners in Zambia preferred to fund Joint UN Programmes to individual UN Agency. The consultations with development partners indicated that if UN agencies worked as one there was adequate resources to finance their initiatives to support the GRZ priorities.

Capacities for the RCO and Implications for DaO:

The capacity and leadership of the RCO is critical in shaping and contributing to the principles of DaO. In May 2018, the Secretary General adopted Resolution A72/279 with important implications of the new role of the RC to lead and coordinate Joint UN contribution to the host countries’ development priorities. The new resolution highlights the importance of reinvigorating the role of the Resident Coordinator systems. The RC is expected to be a dedicated, independent, impartial, empowered and sustainable development focused coordination function to the United Nations system by separating the function of the RC from that of the Resident Representative of UNDP and drawing on expertise and assets of all United Nations Development system entities. The authority and leadership of the resident

51. UNDG: Standard Operating Procedures, Delivering as One. <http://undg.org/standard-operating-procedures-for-delivering-as-one>

coordinator is expected to be strengthened as the highest-ranking representative in the United Nations Development system, over the United Nations Country Teams (UNCT) and system-wide accountability on the ground for implementing the United Nations Development Assistance Framework and supporting countries in their implementation of the 2030 Agenda through:

- i. Enhanced authority for the resident coordinator to ensure alignment of both agency programme and inter agency programmes pooled funding for development with national development needs and priorities
- ii. Full mutual and collective performance appraisal to strengthen accountability and impartiality with RC appraising the performance of the UNCT heads and vice-versa the UNCT heads informing the performance assessments of resident coordinators
- iii. The establishment of clear, matrixed dual reporting models with UNCT members reporting to the respective entities and individual mandates and periodically reporting to the RC on their individual mandate and that of collective contribution to the collective results of the United Nations development system.
- iv. Reporting by the RC to the Secretary and to the host government on the implementation of the Joint UN programme (in the case of Zambia the Partnership Framework)

Noted Challenges:

Capacity Gaps in RCO: The MTR finding noted that not all positions according to the current organogram of the RCO are filled. Positions not filled included: M&E analyst, coordination assistant. According to the proposed new structure of the RCO (Resolution 27/279), which calls for a 2+3+2 (2-Personal assistant and driver; 3-Coordination Specialist, Coordination Associate and M&E expert; 2-International staff Human

rights and other as per office needs) also had gaps as at the Mid Term. Additional staff required included: Coordination Associate, M&E expert and 2 international staff.

Key Recommendations

Against the backdrop of the assessment on the degree of compliance of the United Nations to the 5 principles of DaO, required capacities for the RCO as well as the provisions of the new resolutions (72/279), this MTR recommends the following:

- i. The RC and the UNCT should consider strengthening and supporting the operations of BOS as a backbone for enhancing efficiency through improved joint operations systems
- ii. Strengthening UNCT resolve for contributing more towards the implementation of the Partnership Framework and their agency work's alignment to the Joint UN focus and priorities.
- iii. Strengthening the capacity of the RC in terms of skilled personnel to support the RC to deliver on their mandate. The RC should consider compliance to the 2+3+2 Human Resource requirement as per the noted gaps. Against the observations that Joint Programme contribute significantly to UN Delivery as one, the RCO in Zambia should consider an international expert who could lead on this with strong RBM skills to enhance reporting on outcome results.
- iv. The UN should consider implementing the recommendations presented in this report on engagement of the GRZ in the delivery of the Partnership Framework in order to increase UN accountability of results.
- v. UNCT to consider improving the design of the performance appraisal system of their staff so that it includes their contribution and performance on DaO





CHAPTER 7

7. SUSTAINABILITY OF PARTNERSHIP FRAMEWORK RESULTS

This chapter assesses the degree of probability that the UN Zambia processes would likely continue after the end of programme funding. This becomes even more imperative given that the country is now classified as Lower Middle Income Country (LMIC) and is likely in the future to attract less funding for development assistance.

Positive Factors for Sustainability: The UN's massive support to the GRZ in developing policy frameworks for the prioritised development areas and enhancing institutional capacities across planned result areas, was extremely important. Even in the absence of the UN in future, the GRZ will be able to continue benefiting from a solid foundation of the policy frameworks and guidelines. The strong linkages and alignment of the UN system programme to the GRZ development priorities implies benefit of results in those areas that the GRZ require support.

Noted Challenges: The period between 2016 and 2018 was characterised by processes where the implementation of the Partnership Framework lacked meaningful engagement of the GRZ which limited government ownership at very high level and contributed to limited accountability of the UN in Zambia to the GRZ. This was not the fault of the UN but the busy engagement of both the GRZ and the UN in the development of the 7NDP and the respective coordination structures. However, despite this glaring challenge, the UN and GRZ continued to work very closely at lower levels (Individual UN Agencies and Respective Line Ministries). This way of working contradicts the Provisions of Aid Effectiveness (Paris Declaration of 2015) which calls for reduction of trans-actional costs. While involvement of civil society and private was noted, it did not go deed to effective engagement during planning and monitoring of set results. There were no clearly mapped out forums for engaging with these stakeholders. Table 20 presents as assessment of the sustainability of the Partnership Framework in Zambia.

Table 20: Assessment of the Partnership Framework Sustainability

#	Detailed description of quality standard	Ranking	Basis for the assessment
1.	<p>Capacity development:</p> <p>(a) The Partnership Framework supports the capacity development of national and subnational institutions, civil society organizations and other stakeholders, including agencies and bodies in charge of statistics and data utilization.</p> <p>(b) The Partnership Framework provides for the systematic assessment of capacity needs and assets to inform capacity development strategies.</p>	4	<p>The Partnership Framework outputs addressed capacity development of national institutions and establishment of national systems. Capacities for data for planning and monitoring was built.</p> <p>There is no evidence of capacity needs assessment, which is reflected by lack of data for reporting.</p>
2.	There are explicit links to national plans to ensure Partnership Framework results respond to national priorities.	5	Partnership Framework significantly aligned to GRZ priorities
3.	The Partnership Framework recognizes different programming contexts and diversity among UN agencies, and considers options for operational modalities accordingly.	5	The Pillar & Results Groups allowed for Different UN Agencies to contribute to the UN Joint programmes.
4.	The Partnership Framework supports and encourages innovation, learning, and knowledge gathering and transfer.	4	Evidence suggests that agencies through Joint programme had innovative interventions with room for improvement on documentation of such good practices.





CHAPTER 8

8. GOOD PRACTICES AND LESSONS LEARNT

Good Practices

At mid term, the MTR finding noted some good practices which include: i) Strong alignment of the Partnership Framework to the 7NDP; ii) support given to the GRZ to mainstream SDGs in the 7NDP; iii) Successful GRZ-One UN Joint programmes across pillars and results groups and other innovative programmes.

Alignment to 7NDP: The Zambia-UN Sustainable Development Partnership Framework 2016-2021 was strategically aligned to the 7NDP despite the fact that the Partnership Framework was developed earlier (2016) than the 7NDP (2017). There were many contributory factors to include: the GRZ was engaged in the development of the Partnership Framework, hence one common position (GRZ-UN) on the development priorities outlined in the Partnership Framework; the fact that both the 7NDP and the Partnership Framework were informed by the same Vision 2030, the development challenges that informed the development of the Partnership Framework had not changed when the 7NDP was developed and the UN worked very closely with the GRZ in when the 7NDP was being developed.

UN Support to Integration of SDGs for the 7NDP: The MTR findings observed that the GRZ developed Volume 1 of the 7NDP by itself to safeguard country ownership in compliance with the Paris Declaration on Aid Effectiveness principles. As a trusted and neutral partner, the UN was provided the opportunity to work closely with the GRZ, in the mainstreaming of the SDGs in Volume 1 and 2 of the 7NDP. Using the Rapid Integrated Assessment (RIA) a UNDP tool, the UN assessed the degree of integration of the SDGs into Volume 1 of the 7NDP. The process was engaging, involving capacities of both UN Agencies and respective GRZ officials on SDGs and RIA as a tool. Manuals were developed and both GRZ and

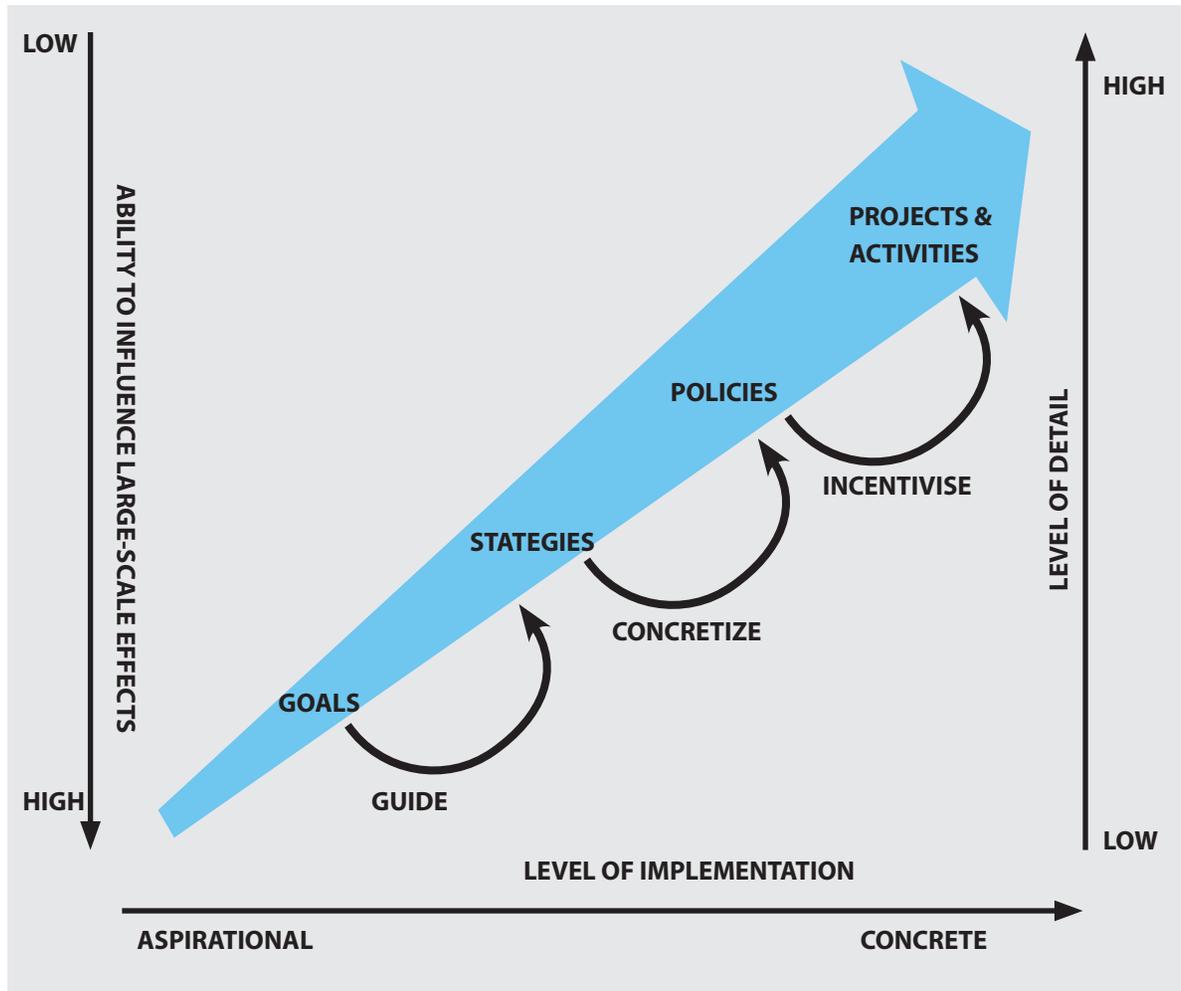
the UN jointly assessed both the Volume 1 and 2 on alignment for SDGs. RIA results for Volume 1 showed 67% alignment (56% fully aligned, 15% partially aligned and 33% not aligned). For Volume 1 gender and climate were not adequately aligned. RIA results for 7NDP Volume 2 showed a 85% alignment (75% fully aligned, 11% partially aligned, and 14% not aligned). Against the backdrop that some of SDG address issues of oceans and Zambia is a landlocked country, alignment performance at 85% is considered very good. Figure 6 shows the Conceptual Framework of the 7NDP. The GRZ further developed the M&E framework for monitoring SDGs and has volunteered to participate in the review of SDGs in 2020.

The UN implemented many successful UN-GRZ Joint programmes across Pillars and Results Groups:

Joint Programme for Social Protection: The Joint Programme approach for the provision of technical and financial support for Social Protection is a best practice. Agencies provided support across the five pillars of the NSPP (Social Assistance, Social Security, Protection, Livelihoods, Disability and Coordination). In practice this means provision of support across a wide range of activities, from the design of the SCT programme to pension reforms, development of legislation (the Social Protection Bill), school feeding programmes, protection of the rights of persons with disabilities, vulnerable migrants and victims of human trafficking, and the development of a social protection coordination mechanism.

The GBV Joint Programme: Involving many UN agencies and the GRZ and focusing on addressing the GBV and ensuring that the right of survivors of SGBV has access to justice through Fast Track Courts (FTCs). Up to 6 (FTCs) were constructed and functional at sub-national levels where the need

Figure 6: Conceptual Framework Vol 2 & Vol 2 of GRZ 7NDP



is greatest and four more were planned at fast track court were in the pipeline at Mid-term. This successful model of addressing SGBV has attracted more funding from the development partners who are also now scaling up this best practice in country. Other countries in Africa are also coming to learn from this successful experience to replicate such a model in their countries.

The UN Develops an HIV/Health Situation

Room: The UN developed a system of capturing and analysing health and HIV information across the country which is called the “Situation Room”. It is an information management system that draws form multiple sources. It provides multiple powerful analytical outputs for programmes. It

can also include additional disease areas on need basis. The Programme was launched by Zambia’s Republican President Mr. Edgar Chagwa Lungu in March 2018.

Central Emergency Response Fund for Human

Settlements: The GRZ made a decision to support an influx of refugees from the DRC and former refugees. In Response UN agencies (UN Habitat, UNHCR, FAO, IOM, UNICEF, UNDP and UNFPA) developed a response programme with each agency contributing areas of their comparative advantage. As a result of the programme, there is an increase of refugees who were settled with each household receiving 3-5 hectares of land. The refugees



also have access to registration certificates enhancing identity in the community. Over 7,459 women and young women were reached with SHR and GBV services by August 2018. There were about 356 institutional deliveries conducted by skilled health personnel including 24 cases of obstetric complications. The UN demonstrated low cost housing of up to USD2,000 a model that the GRZ and other development partners can scale up. The UN also provided first few weeks a few weeks food and seed for planting. Support by the UN to incoming refugees at transit point has also supported women with reproductive services contributing to transformative change to vulnerable women. The photo above shows 35 year Kazi Kaimba a refugee from the

Democratic Republic of Congo (DRC) and a mother with triplets who is among many vulnerable women that receive reproductive health services from the UN.

"After I delivered at the hospital, in Mpweto district, doctors advised me to flee into a country which was peaceful to avoid being killed by rebels. With nothing, I fled into Zambia. My babies were always cold and I feared that they would get sick as I had no blankets for them. I am grateful for receiving the Mama Pack." - Kazi Kaimba

Lessons Learnt

At mid-term the implementation of the Partnership Framework has generated many lessons that are critical for the remaining part of period 2019-2021. The following are the main lessons:

Lesson 1- Joint programme and DaO: Well Planned GRZ-One UN Joint programmes that are characterized by well-developed concepts notes and programme documents; clear outcome results, joint planning, implementation, monitoring and ownership of results, go a long way in contributing to the UN delivering as one. Such joint programmes are also much easier to mobilise resources for.

Lesson 2 – Humanitarian Development Nexus. UN interventions can have more lasting impact by enhancing the humanitarian-development nexus. Joint programming on such initiatives contribute quick wins for often vulnerable groups thereby contributing to the principles of leaving no one behind.

Lesson 3- Accountability of the UN Programme to the GRZ: While at lower levels (the UN through individual agencies and the GRZ through respective line ministries) the GRZ and the UN have worked closely in the delivery of the Partnership Framework,

Lesson 4- Sustainability and Exit Strategy:

To promote sustainability, it is imperative to strengthen post-implementation monitoring and maintenance arrangements prior to project completion and the hand-over of facilities. Absence a clear hand-over exit strategy for the Programme could potential limit meaningful country ownership of support from the programme.

Lessons 5- Effectiveness of the Partnership

Coordination Structures: Ensuring that the leadership keeps their fixed on the operationalization of the planned coordination structures and that the leadership of such structures is set at the right level, is key for effective and efficient delivery of the Partnership Framework.

Lesson 6- Meaningful engagement of the private Sector and CSO and other Vulnerable Groups:

Non involvement of the private sector at all stages of the programme design planning, launching, implementation, monitoring and evaluation, may contribute to superficial engagement of these groups that may in turn limit participation and benefit of vulnerable groups. When the private sector is meaningfully involved, they could potential contribute toward the achievement of set targets for economic development.





CHAPTER 9

9. UN ADDED VALUE

The MTR observed that the UN in Zambia compared to other development partners has Added Value that is Unique to the UN. Key values include **impartiality/neutral player** which enables the UN to work with more complex and controversial matters. As a trusted Partner of the Government, the UN supported the GRZ in mainstreaming SDG and other international protocols into the 7NDP. On the same matter, using its **global and regional networks**, the UN was able to benefit from the expertise of the regional office in Addis Ababa with relevant tools (RIA) for integrating SDGs into the 7NDP.

Catalytic Pilot work: The UN has been able to initiate innovative programmes to their maturity which other development partners can pick up for scaling up. A case example for the period under review was the innovative programme on GBV which also included Fast Track Courts to enable quicker access to justice by survivors of GBV. The MTR findings indicated that after the successful Fast track courts, some development partners put up a call for proposals to scale up the same model in the Northern region.

Technical expertise: During the period under review, the UN in Zambia was able to draw on technical expertise to support the policy development processes and other areas requiring technical support (7NDP). The UN also has intervention staff who have experience working at the global level who bring in their skills for effective deliver of UN joint programme.



CHAPTER 10

10. STRATEGIC POSITIONING

The MTR findings made observations that the development path for the GRZ remain relatively the same. There is not much need for the UN to have any major paradigm shifts from the implementation of the Partnership Framework (2019-2021). However, the remaining period 2019-2021 from the UN side, the following are major focus areas: greater effort for UN to support the restructured RG 7 and 8 now falling under suggested RG 3 on Economic diversification and Job creation, support to the GRZ on preparedness for review of SGGs in 2020; and new ways of working with respect to Secretary General resolution of March 2018. Against this backdrop, the MTR recommends the following for the UN Zambia's preparedness for the change:

- i. Review UN Agencies participation to the suggested five Results group especially suggested RG 3 with new focus areas targeted to tighter alignment to 7NDP.
- ii. UN team to consider going through a facilitated process of Change Management to: manage mutual accountability modalities between the RC and the Heads of Agency, preparedness for team building against the potential increased momentum to deliver as one family.
- iii. All UN agencies should consider development of DaO friendly performance appraisals for all staff that will contribute to easier mutual accountability for results for the Heads of Agencies and RC.
- iv. With Zambia being one of the volunteer countries for assessment of the SDGs in 2020, UN Zambia should prepare itself more to work with the Government in preparing for the SDG assessments.



CHAPTER 11

11. CONCLUSION AND RECOMMENDATIONS

CONCLUSION AND KEY RECOMMENDATIONS

Relevance Strategic Alignment: The Partnership Framework 2016-2021 is relevant to the national development priorities as outlined in vision 2030 and 7NDP. The programme addresses the development challenges of the GRZ around Human Development, Economic Development and Governance and Participation. Although the Partnership Framework was developed before the 7NDP, it is still relevant to the 7NDP mainly due to the fact that both were informed by the same Vision 2030 and that the development challenges observed through the Common Assessment in 2015 (which informed the Partnership Framework) had not changed when the 7NDP was developed.

Coordination of the Partnership Framework:

The coordination, management and governance structures were operational, with room for improving their effectiveness.

Recommendations by Coordination and Governance Structures

Partnership Framework Results Groups 2019-2021

- i. Rationalise the current 11 results groups to only 5 aligning them to the 7NDP pillar groups as follows: RG -1 Human Development (Health, Education and Nutrition); RG - 2 Poverty and Vulnerability Reduction (Human Settlements, and Wash; HIV/AIDS/SRRHR and Social Protection; RG - 3 Economic Diversity and Job Creation (Economic development and empowerment); RG - 4 Data and Information (Data and information) RG - 5 Governance and Participation (Governance and Participation);
- ii. The UNCT recommended the establishment of three theme groups as follows: i) Leave No-One Behind; ii) Humanitarian Development Nexus; and iii) Data

Partnership Framework Management Groups:

The UNCT recommended four management groups to include: i) Programme Management; ii) Monitoring and Evaluation; iii) Operational Management Team and iv) Communications.

Effectiveness: Performance Towards Planned Outcomes.

Overall the Partnership Framework is on track towards reaching the 2021 set targets, with room for improvement.

Table 20: Assessment of Performance of Partnership Framework towards Outcomes

Result Group	Rating	Comment
Pillar 1: Inclusive Social Development		
Result Group 1-Health		All outcome indicators on track
Result Group 2-Education		All outcome indicators on track
Result Group 3-Human Settlement & WASH		2 on track and 1 partially on track
Result Group 4-Food & Nutrition		All outcome indicators on track
Result Group 5-HIV/AIDS and SRH & R		5 on track, 1 partially and 2 not on track
Result Group 6-Social Protection		1 on track, 1 partially and 1 not on track
Pillar 2: Environmentally Sustainable & Inclusive Economic Development		
Result Group 7-Economic Development		8 on track & 1 partially on track
Result Group 8-Environment Sustainability		All 7 outcome indicators on track
Pillar 3: Governance and Participation		
Result Group 9-Data & Accountability		5 on track, 1 partially and 3 not on track
Result Group 10-Participation		3 on track, 3 not on track
Result Group 11-High Rights and Justice		3 on track, 1 partially and 1 not on track

The partnership framework has a good M&E mechanism characterised by existence of a robust results framework, the work of the M&E group that contributes to coordinating the bi-annual monitoring reports from the 11 results groups. There are however noted gaps with respect to the capacity of the M&E group, the need for tighter alignment of the Partnership framework to the M&E framework for the 7NDP, a tendency to focus more on outputs as opposed to outcome results. The UN in Zambia has been responsive to emerging national development priorities not originally part of the Partnership framework. To a large extent, the UN in Zambia have applied the undg guidance principles of: Leaving No One behind, enhancing capacities of GRZ and vulnerable groups; results and risk informed programming and mainstreaming human rights, gender inequality and women’s empowerment. Overall, the UN has adequate technical capacity to deliver on the Partnership Framework and also has room to tap of expertise at both regional and global levels of the UN. However, given the

importance placed on integrating SDGs in delivery of the 7NDP and the need for greater support to GRZ in preparedness to the 2020 SDG review the UN requires more capacities to provide this support. The MTR noted areas for enhancing effectiveness of the delivery of the Partnership Framework programme delivery and recommends the following:

Recommendations for Improving Effectiveness of the Partnership Framework

- i. In order to enhance effectiveness on the delivery of set outcomes, the UN should consider concerted efforts in areas where the MTR indicated as lagging behind. These areas include: NCD induced dearth; early marriages, high levels of fertility; improving public sector governance including programmes to compact corruption; enhance participation of women in elected political positions; and enhance access to justice; The UN should consider greater investment in supporting the GRZ with generation of relevant timely, electronic data to

- inform monitoring of the 7NDP and Partnership Framework as well as support to the monitoring of the implementation of SDG set for 2020;
- ii. The M&E mechanism could be enhanced through including additional outcome results for the suggested 5 results groups and align them more closely to the 7NDP outcomes. A review of the results framework for incorporation of additional outcome results and alignment to 7NDP results framework is critical. The M&E results framework should also be reviewed for inclusion of human rights and gender equality results;
 - iii. The UN should put greater effort in supporting the GRZ for preparedness' for review of the performance in addressing the SDG through generation of relevant data particularly administrative data for line ministries is reported to constitute close to 80% of SDG required indicators data.
 - iv. The UN should consider putting in place an easier modality for tracking resources for supporting delivery of eh Partnership Framework.

Delivering as One (DaO): The MTR notes positive results by the UN working towards DaO. Joint Programmes involving the UN on their own and also the UN and GRZ characterise delivery of programmes across results areas. The OMT has recorded positive outcomes in areas of joint procurement, joint security services and common banking services. The Business Operations Strategy (BOS) was endorsed by the UNCT during the review period. Areas requiring attention include how to manage communications of successful programme interventions to focus on One UN as opposed to individual agencies.



ANNEXES

Annex 1

Alignment of Pillar Outcomes to 7NDP Results Areas

Partnership Framework Pillar Outcomes	7NDP Strategic Areas Outcomes (Results Areas)	Comments
Pillar 1: Inclusive Development	Strategic Area: Enhancing Human Development	The Pillar outcomes for the partnership Framework are generalised while the 7NDP RAs explicitly focus on Health related services, education, water supply and Sanitation. There is room for revising Pillar one outcomes to bring aspects of Human Social Development/Human Development
1.1 By 2021 GRZ and Partners deliver equitable, inclusive, quality and integrated social services 1.2 By 2021 marginalised and vulnerable population demand and utilise quality and integrated social services	RA1: Improved health and health related services RA2: Improved education and skills development RA3: Improved access to water supply and Sanitation	

Pillar 2: Environmentally Sustainable and inclusive Economic Development	7NDP Strategic Areas Outcomes (Results Areas)	Comments
2.1 By 2021 productive sectors expand income earning opportunities that are decent and sustainable, especially for youth and women in the poorest areas	<p>RA.1: Enhanced welfare and livelihoods of the poor and vulnerable</p> <p>RA2: Climate Change and disaster Risk Reduction</p> <p>RA3: Reduced HIV/AIDS Prevalence</p>	Although the Pillar outcomes for the Partnership Framework are broadly defined, they are aligned to the 7NDP result areas. This is because the results areas for the 7NDP captures all the major productive sectors.
2.2 Women, youth and other vulnerable groups are empowered to participate in economic opportunities that are decent and promote sustainable livelihoods	<p>Strategic Area: Economic Diversification and Job Creation</p> <p>RA1: A diversified and export-oriented agriculture sector</p> <p>RA2: A diversified and export-oriented mining sector</p> <p>RA3: A diversified Tourism Sector</p> <p>RA4: Improved Energy Production and Distribution for Sustainable Development</p> <p>RA5: Improved Access to Domestic, regional and international markets</p> <p>RA6: Improved Transport System and Infrastructure</p> <p>RA7: Improved Water Resources Development and Management</p> <p>RA8: Enhanced Information and Communication Technology</p> <p>RA9: Enhanced decent job opportunities in the economy</p> <p>RA10: Enhanced Research and development</p>	

Partnership Framework Pillar Outcomes	7NDP Strategic Areas Outcomes (Results Areas)	Comments
Pillar 3: Governance and Participation	Strategic Area: Reducing Development inequalities	The Pillar 3 outcomes are explicitly aligned to the 7NDP Result areas. Attainment of the outlined partnership framework pillars will significantly contribute to attainment of the 7NDP result areas.
3.1 By 2021 the national statistical system generate and disseminate disaggregated data for evidence based national development processes	RA.1: Reduced inequalities	
3.2 By 2021 National Institutions at all levels target manage, coordinate and account for resources for equitable service delivery and economic growth that is based on reliable data	Strategic Area: Creating a conducive governance environment for a diversified economy	
3.3 By 2021 all people in Zambia including women, youth, and marginalised have equitable and effective participation in national and local democratic processes	RA1: Improved policy environment RA2: Improved transparency and accountability RA3: A inclusive democratic system of government	
3.4 By 2021 all people in Zambia including the large number of marginalised and vulnerable people have greater understanding of their right and are able to claim them, have greater human security, have access to justice and have equal opportunity under the law.	RA4: Improved service delivery RA5: Improved rule of Law, Human rights and constitutionalism	

Annex 2

List of People Interviewed

Name	Sex	Institution	Position
Janet Rogan	F	RC	UN Resident Coordinator
Paul Chitengi	M	RCO	UN Coordination Specialist
Maybin Nsupila	M	RCO	SDG Philanthropy Platform National Coordinator
Boyd Hakubeja	M	RCO	UN Volunteer
Mandisa Mashologu	F	UNDP	Country Director
Sergio Valdin	M	UNDP	Deputy Country Director
Colleen Zamba	F	UNDP	Economic Advisor
Shupe. C. Makashinyi	F	UNDP	Programme Coordinator
Dellia, Mwale -Yerokun	F	UNDP	Gender Specialist
Royd Katongo	M	UNDP	Governance Analyst
Walimila Simwanza	F	UNDP-PMSU	M&E Officer
Michael Bright Kaira	M	UNDP- PMSU	Programme Finance Analyst
Winnie Musonda	F	UNDP	Environmental Advisor
Alexander Chileshe	M	UN Habitat	Country Coordinator
Patricia Maonde	F	UN Habitat	Administration Associate
Dick Siame	M	IFAD	Country Programme Officer
Mark Maseko	M	UNIC	National Information Officer
Shiho Kuwahara	F	UNIC	UN Volunteer
Chembo Kalabo	F	UNIC	Intern
Charles Nonde	M	UNIC	Team Assistant
Racheal Nambeya	F	UNIC	Staff Assistant
Jennifer Bitonde	F	WFP	Country Director
Anteneh Girma	M	WFP	Programme Policy Officer for Nutrition
Chola Chella	F	WFP	Intern
Robert Oliver	M	WFP	Head of Programme
Allan Mulando	M	WFP	Programme Policy Officer - Team Lead Smallholder Support - Program Unit Zambia CO, RBJ
Medhin Tsehau	F	UNAIDS	Country Coordinator
Elizabeth Borzini	F	UNAIDS	Communications Specialist
Nellie Mukuka	F	UNODC	Administrative Assistant

Name	Sex	Institution	Position
Enelesi Sichimba	F	UNESCO	Administration and Finance Specialist
Kelvin Shimoh	M	UNHCR	Public Information Associate
George Okech	M	FAO	Country Representative
Richard Banda	M	MNDP	Director
Lee Chileshe	M	MNDP	Assistant Director - Development Planning
Catherine Lishomwa	M	MNDP	Director - Development Cooperative Department
John Mulongoti	M	MCTI	Director – Industry
Alice Saili	F	UNESCO	Zambian Office Team Leader
Remmy Mukonka	M	UNESCO	Programme Officer - In School Implementation and M&E
Mwilu L. Mumbi	M	UNESCO	Programme Officer - Teacher Education and Curriculum
Nathan Bakayita	M	WHO	Representative
Solomon Kagulura	M	WHO	Programme Specialist
Marriane Lane	F	IOM	Chief of Mission
Steve Morris	M	ILO	Chief Technical Adviser
Ernest Sakala	M	ZABS	Quality Assurance Officer
Shadrack Omol	M	UNICEF	Deputy Representative
Gift Malunga	F	UNFPA	Country Representative
Sibeso Mululuma	F	UNFPA	Assistant Representative
Rita Magawa	F	UNFPA	M&E Analyst
Gift M. Sakala	M	ZCCI	Membership Officer
Alfred Chitalu	M	ZCCI	Research Officer
Prisca Chikwashi	F	ZCCI	Chief Executive Officer
Giyani I. Sakala	M	ZCCI	Head of Policy & Advocacy
Pierrine Aylara	F	UNHCR	UNHCR Representative
Sarah Goldsmith	F	DFID	Team Leader, Human Investment
Abidemi Cocker	F	Embassy of Finland	Coordinator
Karin Sverken	F	Embassy of Sweden	Deputy Head of Mission, Head of Bilateral Development Cooperative



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