Background
The formulation of a United Nations Development Assistance Framework (UNDAF) forms part of the core ingredients of the UN Common Country Programming Process (CCPP). The latter is one of the mechanisms for translating the UN Secretary-General’s Reform Programme at the country level. The UN Reform aims at greater harmonization, coherence and coordination of UN System activities in support of the national development aspirations of programme countries. In Zambia, the overarching long-term context of national aspiration is defined by the Zambia National Long-term Vision 2030: “to become a prosperous middle income country by the year 2030”. The long-term National Vision 2030 is pursued through a number of key medium-term national planning frameworks. These include successive medium-term National Development Plans, the sixth of which was prepared concurrently with the drafting of this UNDAF. Other medium-term national frameworks that support the National Long-term Vision 2030 and the Sixth National Development Plan (SNDP) include: the Medium Term Expenditure Framework (MTEF) (2010-2012); the National AIDS Strategic Framework (2006-2010) and its successor Framework (2011-2015); the National Medium Term Priority Framework (2009-2013) for Agriculture and Natural Resources; the Broad Based Wealth and Job Creation Programme; the Private Sector Development Reform Programme II (2009-2013); and, the National Health Strategic Plan (2011-2015). As part of the SNDP design process, in 2009, the Ministry of Finance and National Planning (MoFNP), in collaboration with the Millennium Challenge Account-Zambia (MCA-Z), undertook a Constraints Analysis to Inclusive Growth in Zambia (informed by a 2008 World Bank study “What are the Constraints to Inclusive Growth in Zambia?”). While the draft SNDP and the Constraints Analysis to Inclusive Growth in Zambia have provided core guidance to the priority setting reflected in this UNDAF, the above-mentioned national frameworks and other studies and policies have also been consulted in the process.

Overview
The Mid-Term Review of the Fifth National Development Plan, as well as reviews and analyses of Zambia’s development context, carried out as part of the Sixth National Development Plan (SNDP) and United Nations Development Assistance Framework (UNDAF) development processes have identified multiple challenges, largely caused by the nexus of: (i) high HIV prevalence, (ii) deep-rooted poverty and food insecurity and, (iii) weakened governance systems, which adversely affect public service delivery capacity. This trio of challenges, long referred to
as Southern Africa’s “Triple Threat”, has undermined past gains in socio-economic and human
development. Other manifestations of a long period of slow, sustained but non-inclusive growth
include: stifled employment growth; widening income disparities; gender inequalities; weakened
safety net and traditional coping mechanisms; malnutrition and stunting; and, weakened family
support systems (leading to increasing numbers of orphans and other vulnerable children).

In addition, the Constraints Analysis to Inclusive Growth in Zambia identifies two mutually
reinforcing binding constraints that the SNDP is focused on addressing. These are: a business
environment that is unsupportive; and, a labour force characterized by low employability.
Consequently, the causality/objective analysis carried out by the UN system, which was the basis
of the identified priority areas of UN support to addressing identified dimensions of the national
challenges on which the SNDP focuses, covered the following issues: (a) the drivers of
deep-rooted poverty; (b) the causes of low agricultural productivity and food insecurity; (c) the
factors influencing the low formal sector employment; (d) malnutrition and stunting; (e)
education and training for the world of work; (f) the health status of the population; (g) the HIV
and AIDS challenge; (h) environmental sustainability and adaptation to climate change; and,
(i) how to facilitate good governance and gender equality for equitable and sustainable
development.

The UNDAF Process in Zambia
The UN Common Country Programming Process activities began in March 2009 with the
participation of six UN staff in a Training-of-Trainers Workshop for the Eastern and Southern
Africa UNDAF Roll-out Countries. The UNDAF formulation commenced late June/early July
2009 with an orientation workshop (UNDAF Design Workshop) for UN System staff as well as
the entire UN Country Team (UNCT), focused on the rationale and the tools for the UN
Common Country Programming Process. Workshop activities included a formal Government
presentation on the thrust and the core elements forming the key building blocks of the Sixth
National Development Plan (SNDP).

Following the subsequent training of the UN Common Country Programming Core Team, a
Causality and Objective Analysis Workshop was held early September 2009, during which the
key themes pertinent to MDG-consistent, nationally-relevant UNDAF outcomes were identified,
analyzed and grouped into five broad Priority Clusters. The latter were reviewed and endorsed
with modifications at a two-day UNCT Retreat end-September 2009, as the basis for further
engaging the Government and other stakeholders in the UNDAF formulation process. A
Strategic Prioritization Retreat (SPR) involving Government, Cooperating Partners, and Civil
Society representatives was held 10-11 December 2009. The SPR deliberations, which were
informed by substantive inputs from the Government participants, led to the consolidation and
validation of the proposed five UNDAF priority clusters.

The Five UNDAF Outcomes

The five UNDAF Outcomes cover the following broad themes: (1) HIV and AIDS; (2)
Sustainable Livelihoods and Food Security; (3) Human Development; (4); Climate Change,
Environment and Disaster Risk Reduction and Response; and, (5) Good Governance and Gender
Equality. These are discussed briefly below and in greater detail in Section 2.2 of this document.
The first expected UNDAF outcome emphasizes UN System support for scaling up the national response to the HIV epidemic, in order to achieve by 2015 a reduction in new HIV infections by 50 percent. This broad goal will be pursued with the collective efforts of the UN system in Zambia through four Country Programme (Agency) Outcomes.

UNDAF Outcome 2 is expected to contribute effectively to increased access to sustainable livelihoods and food security in both rural and urban areas. There will be two important components under this outcome, namely: (i) food security (of which improved agriculture will be the bedrock); and, (ii) jobs and employment creation (with particular attention to capacity development of the micro-, small and medium enterprises). These two components will be some of the drivers of inclusive growth under the SNDP. Two Country Programme (Agency) Outcomes will contribute to the achievement of this UNDAF outcome.

UNDAF Outcome 3 is expected to improve the situation for families and communities by increasing qualitative and equitable access to education, health, nutrition, water and sanitation and social protection mechanisms, and empowering families and communities to better contribute to national development. Three Country Programme Outcomes will be pursued for the achievement of this goal.

The fourth UNDAF outcome aims to achieve the development of institutional capacities to effectively sustain, manage and protect livelihoods from the risks of climate change, disasters and environmental degradation. This goal will be pursued through the realization of three Country Programme Outcomes.

The fifth UNDAF outcome seeks to ensure that by 2015, government provides equitable public services on the basis of human rights policies, as well as of increased gender equality, equity and civic participation. Two Country Programme Outcomes will be pursued towards the achievement of this UNDAF outcome.

The Role of Partners

In the spirit of the 2005 Paris Declaration on Aid Effectiveness, as re-affirmed by the 2008 Accra Agenda for Action, the UN system’s support to the Fifth National Development Plan (FNDP) has been set within the broadly consultative development cooperation context of the Joint Assistance Strategy for Zambia (JASZ) (2006-2010). Under the JASZ arrangement, cooperating partners and the GRZ have agreed, through a formal Memorandum of Understanding (MoU), to a division of labour, with lead roles assigned within Sector Advisory Groups (SAGs) according to perceived relative comparative advantages among Zambia’s development partners. Within this context, the UN System has been assigned sector lead roles in 7 areas. These include: Gender; Governance (jointly with UK); Health (jointly with Sweden and UK); HIV and AIDS (jointly with UK and USA); Social Protection (jointly with UK); Labour and Employment; and, Environment (jointly with Finland). The UN system is also assigned active roles in other areas, such as: agriculture; decentralization; education; energy; science and technology; as well as, water and sanitation. The GRZ and cooperating partners will
agree upon a new division of labour in the context of the SNDP and a successor JASZ, which will include lead and active roles for the UN system.

**Estimated Resource Requirements**

The indicative UNDAF resource mobilization targets suggest that about US$335.7 million in total will be mobilized by the entire UN System in Zambia during the programming cycle 2011-2015. Of these resources 13.7% will be spent on supporting the national response to the HIV and AIDS challenge (UNDAF Outcome 1). Another 17.9% will be devoted to outcomes that will contribute towards achieving more sustained levels of development, employment and food security (UNDAF Outcome 2), while efforts aimed at strengthening capacities supporting improved services for human development (UNDAF Outcome 3) will receive 48.8%. Another 11.2% is targeted towards interventions for the pursuit of country programme outcomes that will contribute to UNDAF Outcome 4 (climate change, environment and disaster risk reduction and response). The remaining 8.4% percent is earmarked for interventions in support of good governance and gender equality (UNDAF Outcome 5).

**Coordination and Programme Modalities**

The UNDAF will be coordinated at different operational levels through a range of mechanisms. These include: Government structures of the SNDP, e.g., the Sector Advisory Groups (SAGs); Cooperating Partners groups, in line with the Joint Assistance Strategy for Zambia (JASZ) division of labour matrix; and, the United Nations System coordination mechanisms under the “Delivering as One” agenda, including specific theme groups under the UNDAF.

The UNDAF objective to enhance the effectiveness of the UN System, through coherent collective actions to address national needs and priorities, will be pursued through the consistent use of the Programme Approach and National Execution as preferred modalities. In some cases, specialized technical agencies within the UN System will be used for executing some of the programmes. The UNDAF will be used as the basis for the preparation of Agency-specific Country Programmes by individual UN agencies. A significant proportion of the latter will be pursued through joint programming, in order to facilitate the establishment of the key pillars for “Delivering as One” in Zambia. A key strategic approach will involve the use of the UN System’s worldwide network of resources to develop and augment the capacities of implementing partner institutions for more effective service delivery.

**Monitoring and Evaluation**

Monitoring the implementation of the UNDAF and evaluating its impact, as well as that of other related Country Programmes, will be conducted jointly by the Government of the Republic of Zambia (GRZ) and the United Nations Country Team (UNCT). Monitoring of the UNDAF will be based on the use of a selected number of indicators agreed upon within the UN System and with Government and other implementing partners, and between the UN System and cooperating partners. The mid-term and terminal reviews of the UNDAF will take place, respectively, at two
critical points in the UNDAF implementation cycle (the first in 2013; the second in 2015). The agency specific annual and mid-term reviews will be used as building blocks for the joint UNDAF review processes. An in-depth joint examination of achievements against stated objectives and critical constraints will be made during these reviews, with a view to streamlining and adjusting the response to emerging issues. The timing of the UNDAF reviews will be harmonised with those of the SNDP to ensure that the two processes practically inform each other.