

INDEPENDENT COUNTRY PROGRAMME EVALUATION ZAMBIA



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INDEPENDENT COUNTRY PROGRAMME EVALUATION: ZAMBIA

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FOREWORD

It is my pleasure to present the Independent Country Programme Evaluation for the United Nations Development Programme (UNDP) in Zambia covering the programme period 2016 to 2021. Zambia is a lower middle-income country with a medium human development index. The impact of recurring droughts and floods, exacerbated by climate change, low global prices for copper, increasing public debt and the COVID-19 pandemic have slowed Zambia's economic growth. Development financing is a major constraint for Zambia's development ambitions, due to national debt, waning donor interest and the country's middle-income status.

The evaluation concluded that UNDP's programming is on track to deliver most expected project level results and outputs. Nevertheless, evidence of sustainable contributions to expected outcomes is limited. While UNDP is highly trusted and recognized for its support to democratic governance, it fell short in its results to help the country enhance transparency and accountability in government, a key issue that has hindered adequate development funding. UNDP made progress on integrating efforts on climate change and resilience with natural resource management and the promotion of livelihoods for income earning opportunities. However, efforts were not able to influence economic growth and environmentally sustainable economic development to reduce poverty and inequality. UNDP also made relevant advances in mainstreaming gender equality and women's empowerment into the programme. The organization lacks a more holistic approach for gender transformative results in alignment with the Leave No One Behind principle of the 2030 Agenda for Sustainable Development. UNDP helped improve Zambia's health supply chain management and access to HIV and other health-related basic services. However, there was limited progress on sustainably strengthening national capacities and

removing barriers faced by targeted key populations in accessing HIV and AIDS services.

The evaluation recommended that UNDP capitalize on its unique position and long-term partnerships in Zambia in order to position the next country programme to focus on providing innovative and accelerated development solutions. This would help Zambia recover from the impacts of COVID-19 and build forward better, advancing on inclusive economic diversification for poverty reduction and good governance for enhanced transparency and accountability. UNDP should leverage trust and global UNDP capacities - built through successful initiatives linked to elections and COVID-19 - to promote transparent and innovative digital solutions for smart and value-centred good governance and public services. UNDP should also advance integrative efforts to support sustainable economic development through improved community governance and management of natural resources, linking this to livelihood promotion, with a more comprehensive theory of change and partnership strategy to fund and scale up successful results. UNDP should build on its approach to improve access to justice for victims of sexual and gender-based violence, and work on the structural and root causes of persistent gender-based violence, human-rights violations and inequalities in a more transformative way. Finally, UNDP's work on health must ensure the transfer of capacity to government and redirect attention to concretely removing barriers hindering access to HIV/AIDS and other services for targeted key populations, as part of its human rights and Leave No One Behind efforts.

I would like to thank the Government of Zambia, various national stakeholders, and colleagues at the UNDP Zambia country office and the Regional Bureau for Africa, for their support throughout the evaluation. I trust this report will be useful to

FOREWORD

readers seeking to achieve a better understanding of the support that UNDP has provided, and will promote discussion on how UNDP may be best positioned to contribute to sustainable development in Zambia in the years to come.

Oscar A. Garcia

) was

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ACRONYMS AND ABBREVIATIONS

7NDP	Seventh National Development Plan	IEO	Independent Evaluation Office	
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women	LGBTQI	Lesbian, Gay, Bi-sexual, Transgender, Queer and Intersex	
CPD	Country Programme Document	МоН	Ministry of Health	
CSO	Civil Society Organization	MSL	Medical Stores Limited	
DIM	Direct Implementation Modality	SDG	Sustainable Development Goal	
ECZ	Electoral Commission of Zambia	SGBV	Sexual and Gender-based Violence	
Gavi	Gavi, The Vaccine Alliance	UNDP	United Nations Development	
GBV	Gender-based Violence		Programme	
GCF	Green Climate Fund	UNFPA	United Nations Population Fund	
GEF	Global Environment Facility	UNSDCF	United Nations Sustainable	
ICPE	Independent Country Programme Evaluation		Development Cooperation Framework	

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Evaluation Brief: Zambia

Zambia is a lower middle-income country with a medium human development index. Zambia is considered a least-developed country, with the third-highest level of income inequality in the world. Zambia's economic growth reversed during this country programme cycle. The impact of recurring droughts and floods, exacerbated by climate change, low global prices for copper, increasing public debt and the COVID-19 pandemic slowed Zambia's economic growth. Development financing is a major constraint for Zambia's development ambitions, due to national debt, waning donor interest and the 'middle-income trap'.1

The United Nations Development Programme (UNDP) country programme document (CPD) 2016-2021 was premised on the priority development areas identified in the Zambia Seventh National Development Plan (7NDP) (2017-2021). To support the Government of Zambia in achieving its priorities, UNDP is organized into three core areas of work, with attempts to create a more integrated approach: 1) inclusive growth and social development, 2) environmentally sustainable economic development, and 3) governance and participation.

Conclusions

UNDP's country programme 2016-2021 is on track to deliver most of its expected project-level results and outputs. However, evidence of sustainable contributions to the expected development outcomes is limited. UNDP is strategically positioned in the country, but its responsiveness has been in decline.

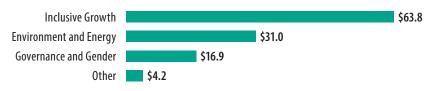
While UNDP is highly trusted and recognized for its support to democratic governance, particularly in elections, it fell short of its goal to enhance transparency and accountability in government, a key issue that has affected the credibility of the country in securing adequate development funding.

UNDP made good progress in successfully integrating efforts on climate change and resilience with natural resource management and the promotion of livelihoods for income earning opportunities. However, there is no evidence that efforts have significantly influenced the expected outcomes of economic growth and environmentally sustainable economic development to reduce poverty and inequalities and to lower carbon emissions.

UNDP made relevant advances in mainstreaming gender equality and women's empowerment in the programme. However, gender mainstreaming was mostly focused on gender parity and the inclusion of female participants. Only its sexual and gender-based violence (SGBV) support used more responsive approaches with adequate attention to improving the legal framework for women's rights and opportunities in Zambia. UNDP lacks a holistic approach that integrates the entire programme in a gender transformative way and in more alignment with the Leave No One Behind principle of the 2030 Agenda for Sustainable Development.

UNDP helped improve Zambia's health supply chain management and access to HIV and other health-related basic services. However, there was limited progress on sustainably strengthening national capacities and removing barriers hindering targeted key populations' access to HIV and AIDS services.

Programme expenditure by thematic area, 2016–2020 (million US\$)



Economic development situation in which a country that attains a certain income gets stuck at that level. The World Bank defines as the 'middle-income range' countries with gross national product per capita that has remained between \$1,000 and \$12,000 at constant (2011) prices.

Recommendations

Recommendation 1. Capitalizing on its unique positioning and long-term partnerships in Zambia, UNDP should position the next country programme to provide more innovative and accelerated development solutions. This would help Zambia recover from the impacts of COVID-19 and build forward better. It would advance inclusive economic diversification for poverty reduction, and good governance for enhanced transparency and accountability.

Recommendation 2. UNDP should build on its integrative efforts to support sustainable economic development through improved community governance and management of natural resources, linking this to livelihood promotion, with a more comprehensive

theory of change and a partnership strategy to fund and scale successful initiatives for more significant and sustainable COVID-19 recovery, poverty reduction and inclusive economic diversification in Zambia.

Recommendation 3. To enhance transparency and accountability and build the confidence of the donor community to invest in the country, UNDP should leverage the trust and global UNDP capacities — built through the success of initiatives linked to elections and COVID-19 — to promote transparent and innovative digital solutions for good governance and public services.

Recommendation 4. UNDP should build on its gender-responsive approach to improve access to justice for victims of SGBV, to further integrate multi-dimensional strategies to address the structural and root causes of persistent gender-based violence, human-rights violations and inequalities in a transformative way.

Recommendation 5. UNDP's work on health must address long-standing issues with health supply chain stockouts, ensure the transfer of capacity to government, and transition focus and resources to concretely removing barriers hindering access of targeted key populations to HIV/AIDS and other services as part of its human rights and Leave No One Behind initiatives.

CHAPTER 1 BACKGROUND AND INTRODUCTION

This chapter presents the purpose, objectives and scope of the evaluation as well as the methodology applied. It lays out the development context of Zambia before introducing the United Nations Development Programme (UNDP) country programme.

1.1 Purpose, objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of UNDP conducts Independent Country Programme Evaluations (ICPEs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national efforts for achieving development results. ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.

The evaluation is part of the multi-year evaluation plan (DP/2018/4) approved by the UNDP Executive Board in January 2018. UNDP Zambia was selected for an ICPE because its country programme will end in 2021. The ICPE was conducted in 2020 to feed into the development of the new country programme. The ICPE was conducted in close collaboration with the Government of Zambia, the UNDP Zambia country office, and the UNDP Regional Bureau for Africa. The ICPE focuses on the UNDP country programme approved by the Executive Board, as defined in the 2016-2021 country programme document (CPD).

1.2 Country context

Zambia's Seventh National Development Plan (7NDP) under the theme 'Accelerating Development Efforts towards Vision 2030 without Leaving Anyone Behind', guides the country's development planning for the period 2017-2021. The 7NDP has an integrated multi-sectoral development approach with multi-

sectoral strategies. Zambia aims to become a 'prosperous middle-income country by 2030' under its Vision 2030, with a diversified and resilient economy driven by agriculture, tourism, manufacturing and mining. The 7NDP recognizes that ineffective pro-poor policy planning and implementation, inadequate levels of transparency, and insufficient rule of law and public accountability frameworks have continued to undermine development results.

Zambia has been a lower middle-income country since 2010 (graduating from lower-income country) at medium human development, positioned at 143 of 189 countries and territories. Zambia is still considered a least-developed country, with the third highest level of income inequality in the world. Zambia's economic growth has not advanced, but likely reversed during this country programme cycle. The impact of recurring droughts and floods, exacerbated by climate change, low global prices for copper, increasing public debt and COVID-19 have further slowed Zambia's economic growth.²

Development financing is a major constraint for Zambia's development ambitions, due to national debt, waning donor interest and the 'middle-income trap'.³ Since Zambia's graduation to lower middle-income status, some donors have suspended significant support, while some are exercising caution in development support, particularly at the national level, due to past issues with financial mismanagement. All further loans have been paused, and the government does not have sufficient credit. The Government of Zambia has a considerable debt burden,⁴ which implies that it cannot take on significant

Zambia Ministry of Finance estimates show persistent slowed GDP growth from Q3 2018 to Q2 2020. GDP growth was estimated at -0.3 percent and -2.1 percent for Q1 and Q2 of 2020, respectively. Republic of Zambia Ministry of Finance Q3 Quarterly Economic Review, https://www.mof.gov.zm/?wpfb_dl=292

Economic development situation in which a country that attains a certain income gets stuck at that level. The World Bank defines as the 'middle-income range' countries with gross national product per capita that has remained between \$1,000 and \$12,000 at constant (2011) prices.

Public debt was estimated at \$18.3 billion or 78.1 percent of GDP at end-2018. Zambia Joint World Bank-IMF Debt Sustainability Analysis, August 2019. https://documents1.worldbank.org/curated/en/548351570791173632/pdf/Zambia-Joint-World-Bank-IMF-Debt-Sustainability-Analysis-August-2019.pdf

loans from international finance institutions such as the World Bank or the International Fund for Agricultural Development.

Zambia's total external debt stock stood at 18 percent of GDP at the end of 2014. It was 48 percent in 2019, and the International Monetary Fund predicts a rise to nearly 70 percent of GDP by the end of 2020. Further financial support for Zambia will be contingent on the country's steps to restore debt sustainability. The combination of lower fiscal revenues and higher public spending to fight the pandemic is not making debt servicing less challenging.⁵

Zambia's economy relies largely on copper mining, which represents more than 70 percent of export earnings but less than 2 percent of employment, while sustainable livelihoods and employment remain a significant challenge. The government has prioritized artisanal and small-scale mining, but the sector is underdeveloped, with most enterprises using simple hand tools instead of more cost-efficient machinery. Zambia has 20 percent of the world's emerald deposits, but its output is relatively low. One in four enterprises does not hold a mining license. Unregulated mining operations also pose significant hazards for worker safety, child labour, pollution and contamination of water systems.

Over 65 percent of Zambia's population are under age 25, and almost half of Zambian youth and most rural youth (60 percent aged 15-24 and 73 percent aged 25-34) live in poverty. Unemployment rates are highest for youth,⁸ with only 11 percent of youth working in the formal sector; youth constitute 77 percent of the informal labour force.⁹

There is generally low public participation in national and democratic processes, which weakens accountability for public resources and has hampered effective delivery of key social services. This is further compounded by weaknesses in poor law enforcement, which hinder efforts to promote the rule of law. There is a large backlog of court cases, congestion in prisons, high costs for legal services and long distances to courts, thus compromising observance of the country's human rights and the enforcement of the rule of law.

Contradictory legislative frameworks, including incongruence between statutory and customary laws, also present challenges in implementation of international instruments such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Convention on the Rights of the Child. Other development concerns that remain pervasive include inequality in the participation of men, women and youth in leadership and gainful economic activities. Zambia ranks 144th of 177 countries in the 2018 Gender Inequality Index (.540). Although Zambia has a legal framework against gender-based violence (GBV),¹⁰ this form of violence is still common.

In 2019, Zambia hosted 57,521 refugees and 5,075 asylum seekers (the majority from DR Congo) and 23,275 former refugees (18,232 Angolans and 5,043 Rwandans), a 12 percent increase from the previous year.¹¹ Two in three persons of concern (67 percent) live in Meheba and Mayukwayukwa settlements, with the remainder in urban areas (19 percent) and self-settled throughout five districts (14 percent).¹² Congolese refugees represent the largest and still-arriving caseload among persons of concern

⁵ https://unsdg.un.org/sites/default/files/2020-07/ZAM_Socioeconomic-Respons-Plan_2020_0.pdf

⁶ Zambia–UN Sustainable Development Partnership Framework (2016-2021).

⁷ The Republic of Zambia Ministry of Lands and Natural Resources, Artisanal and Small-Scale Mining Handbook for Zambia, April 2018.

Poverty rates for 15- to 24-year-olds are 48 percent overall, 21 percent urban, 60 percent rural; rates for 25- to 34-year-olds are 49 percent overall, 15 percent urban, 73 percent rural (2015 Living Conditions Monitoring Survey). "Unemployment was highest among the age groups 12 to 19, 20 to 24, and 25 to 29—at 41.7 percent, 36.1 percent, and 17.9 percent, respectively (CSO 2016)." Population Council and UNFPA (2018) State of the Youth in Zambia Policy Brief: Education, Unemployment, and Poverty Reduction.

⁹ Ibic

¹⁰ The Anti-Gender-Based Violence Act of 2011 and the National Gender Policy of 2014.

UNHCR Global Trends: Forced Displacement in 2019, 2020. <u>https://www.unhcr.org/refugee-statistics/</u>

UNHCR, Operational Update: Zambia, July 2020, https://reliefweb.int/sites/reliefweb.int/files/resources/UNHCR%20Operational%20 <u>Update%20July%202020-Zambia%20xxx.pdf</u>. Zambia's population ratio is 3.2 refugees per every 1 million inhabitants, ranking 55th globally; it has 2.4 refugees per US\$1 million in GDP, ranking 32nd globally.

(59 percent). The government is pursuing a local integration strategy for former Angolan and Rwandan refugees.

HIV/AIDS remains a key issue, but statistics show considerable improvements. There remain distinct gender- and age-related disparities in HIV burden, with 14.3 percent prevalence among women compared to 9.3 percent prevalence among men. This disparity is most pronounced among young people, where HIV prevalence is more than four times higher among women (5.7 percent) than men (1.8 percent).

Climate change has accelerated in Zambia, bringing immediate and devastating impacts for food and water security, livelihoods and energy. Droughts in the western and southern provinces have become more frequent and intense, while the north and east have suffered from flash floods. The record low rainfall disrupted power supply from the hydroelectric Kariba Dam, one of the country's main power sources, resulting in regular rolling blackouts which jeopardize businesses; 80.6 percent of the country's energy supply is from hydropower. Since 2000, Zambia's energy sector has seen growth in non-renewable energy fuels. In 2000, hydropower (renewable energy) accounted for almost 100 percent of total electricity generation, but in 2019 coal (non-renewable energy) accounted for approximately 10 percent of total electricity generation.¹³ ¹⁴ There is growth in the use of solar power as an alternative source of energy to hydroelectric power, for domestic and non-domestic use. Zambia signed the Paris Agreement on climate; however gaps remain in adequate financial, technological and technical support, national reporting capacities and access

to funding. Natural resource management is also key for the country's development. There has been a steady decline in the proportion of forest cover, estimated at 63 percent in 2000, 62 percent in 2015 and 60 percent in 2019, due to agricultural activities and the widespread practice of charcoal burning.¹⁵

The COVID-19 pandemic has taken a negative toll on Zambia's population and economy, with implications for long-term development. As of March 2021, there were 91,378 confirmed cases and 1,248 deaths.¹⁶ The pandemic has severely impacted business: a UNDP/ Ministry of Commerce, Trade and Industry survey found that 71 percent of businesses had partially closed and 14 percent were completely closed; 37 percent reported staff layoffs.¹⁷ In addition to shutdowns, the pandemic disrupted supply chains and increased commodity prices. The situation particularly impacted street vendors and other informal workers (over 65 percent of Zambian workers, the majority of whom are women), and will have long-term implications for Zambia's development. With the compound effects of job losses across sectors, school closures, exacerbated poverty and malnutrition, the UN estimates that 1.2 million households could fall further behind.18

1.3 UNDP programme under review

UNDP has worked in Zambia since 1964. Cooperation was formalized with the Standard Basic Assistance Agreement signed in 1983 to support national development. The UN in Zambia and the Government of Zambia shifted from a development assistance framework to a partnership framework, outlined in the Zambia-UN Sustainable Development Partnership

¹³ Zambia Energy Regulation Board (ERB), Statistical Bulletin January-December 2019.

In 2019, Zambia's electricity generation mix was 80.6 percent hydropower, and the remainder was coal (10.09 percent); HFO (3.7 percent); diesel (2.89 percent); and solar (2.8 percent). Zambia Energy Regulation Board (ERB), Statistical Bulletin January-December 2019. http://www.erb.org.zm/downloads/eregulation/statisticalbulletin/statBullet2019.pdf

Republic of Zambia, Zambia Sustainable Development Goals Voluntary National Review 2020, 12 June 2020, 68. https://sustainabledevelopment.un.org/content/documents/26305VNR 2020 Zambia Report.pdf

World Health Organization Coronavirus Disease (COVID-19) Dashboard, accessed on 27 April 2021. https://covid19.who.int/region/afro/country/zm

Ministry of Commerce, Trade and Industry and UNDP, Business Survey Report: the Impact of COVID-19 on Zambian Enterprises, June 2020. The study is based on a desk review, in addition to an online survey conducted in May 2020. There were 706 respondents representing large, small, medium and micro enterprises. The negative business impacts were most prominent in the Muchinga province, where 45 percent of businesses reported total shutdown, followed by Lusaka with 22 percent. https://www.zm.undp.org/content/zambia/en/home/presscentre/pressreleases/2020/business-survey-reveals-adverse-effects-of-covid-19-on-businesse.html

UN in Zambia, Emergency Appeal Zambia: May-October 2020, April 2020. http://zm.one.un.org/sites/default/files/covid-19 emergency appeal zambia.pdf

FIGURE 1. Programme expenditure by outcome (2016-2019)



Source: Atlas/PowerBI, extracted September 2020. Where applicable, global/regional projects are classified under relevant outcome.

Framework (2016-2021). This reflects the country's graduation to lower middle-income country status in 2010 and medium human development in 2014. The 2016-2021 UNDP country programme aligns with the objectives of the Zambia Seventh National Development Plan (7NDP) (2017-2021) and with the four Sustainable Development Partnership Framework outcomes (Figure 1).

To achieve these four outcomes, UNDP Zambia is organized into three core areas/portfolios of work, in an attempt to achieve a more integrated approach:

1) inclusive growth and social development, 2) environmentally sustainable economic development, and 3) governance and participation.

The programme has implemented 57 projects. Following the organization of portfolios by the country office, they are classified as: 18 in inclusive growth, 16 in governance and participation, 14 in environmentally sustainable and inclusive economic development, and nine others, such as management projects and global and regional projects, which the country office did not manage directly¹⁹ (see Annex 5 for mapping). The Inclusive Growth portfolio comprises health projects (the bulk of the portfolio) as well as interventions on livelihoods, inclusive business, development minerals and refugees. The Governance and Participation portfolio implemented

projects mostly on elections, GBV and human rights. The Environment and Energy portfolio focused on natural resource management, energy and climate change adaptation. The programme budget totalled \$111.4 million and expenditure totalled \$104.2 million from 2016 to 2019; the 2020 budget was projected at \$18.4 million as of September 2020.²⁰

In previous country programmes, UNDP Zambia had a substantial healthcare portfolio as the Global Fund Principal Recipient to the government. This role was handed over to the government in 2016. UNDP supported the health sector through construction of medical supply warehouses, with the Ministry of Health (MoH) and Medical Stores Limited (MSL) (an autonomous government agency). This represented a significant portion of the country programme budget from 2016 to 2019. UNDP continued Global Environment Facility (GEF) funding and introduced a Green Climate Fund (GCF) project in 2018.

The projects were gender marked as: 12 GEN0, 26 GEN1, 15 GEN2 and four GEN3. Thirty-two projects are/were implemented through the national implementation modality, 22 through the direct implementation modality (DIM) and three through others (two projects from the previous cycle were implemented by non-governmental organizations and the global UN-REDD programme.)

Project list extracted from Atlas for 2016-2019, not including projects with no recorded budget and/or expenditure. New projects initiated in 2020 not included in this count are: Democracy Strengthening in Zambia (new elections project, three project outputs, all DIM and GEN1), Waste Management and Youth (DIM, GEN2), Strengthening National Capacities for Policy Formulation (DIM, GEN2), UNDP Contribution to UN Response to COVID-19 in Zambia (DIM, GEN2) and the global multi-country project, Legal Identity for All (DIM, GEN2).

²⁰ UNDP Power BI/Atlas.

1.4 Methodology

The ICPE was conducted according to the approved IEO process and methodology. This was an objective-based evaluation and used a theory of change approach to assess CPD progressions and contributions to the development of the country. It was based on mapped assumptions and risks behind the programme's desired change(s) and the causal links between intervention(s) and the intended country programme outcomes and outputs.

The ICPE was conducted to respond to three key guestions. In answering these questions, the evaluation assessed the effectiveness of UNDP's programme by analysing progress made towards the achievement of the expected outputs. The extent to which these outputs contributed to the intended outcomes is explained in alignment with the theory of change assumptions. To better understand UNDP's performance and the sustainability of results, the ICPE examined the factors that influenced the programme, either positively or negatively. In assessing the CPD's evolution, UNDP's capacity to adapt to the changing context and respond to national development needs and priorities was examined. The utilization of resources to deliver results, the extent to which the country office fostered partnerships and synergies with other actors, and the extent to which the key principles of UNDP's Strategic Plan²¹ were applied in the CPD design and implementation were some of the aspects that were assessed.²²

Special attention was given to integrating a genderresponsive evaluation approach in the data collection and analysis. Gender marker data was used for analysis of gender programme expenditure. To assess the level of commitment to gender during project design, the evaluation considered the UNDP gender marker²³ assigned to the different project outputs. Sex-disaggregated data were assessed against programme outputs, where available. The IEO's gender results effectiveness scale was used to assess the quality and level of gender-related results achieved by the programme, in the different outcomes. The scale classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive and gender transformative.

The evaluation used data from primary and secondary sources, including a portfolio analysis, desk review of corporate and project documentation, evaluations, audits and corporate surveys. He like monitoring reports were not always available, the ICPE was able to use 11 decentralized evaluations and other studies commissioned by the country office. Data from available documents were complemented by information available online and 75 interviews with UNDP staff and stakeholders. This gave further insights into the effectiveness of programme interventions, the factors affecting performance, and the strengths of the UNDP programme, as well as areas for improvement.

Mapping all projects and activities against the country office's intended results and pillars through a stakeholder analysis enabled the evaluation team, with the help of the country office, to identify the most relevant actors to be consulted. A multi-stakeholder approach was followed, collecting views from a diverse range of

²¹ These principles include national ownership and capacity; human rights-based approach; sustainable human development; gender equality and women's empowerment; voice and participation; South-South and triangular cooperation; active role as global citizens; and universality.

This information is extracted from analysis of the goals inputted in the enhanced RBM platform, the financial results in the executive snapshot, the results in the global staff survey, and interviews at the management/ operations level in the country office.

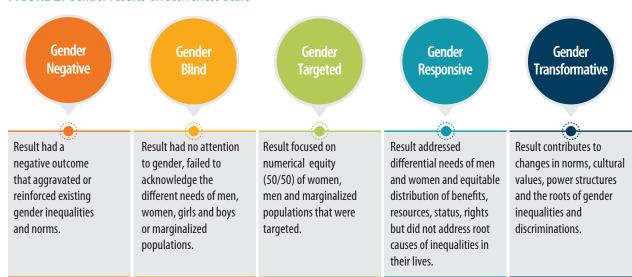
A corporate monitoring tool used to assign a rating, or score, to project outputs during their design phase and track planned expenditure towards outputs. This may include advances or contributions towards achieving gender equality and the empowerment of women. The gender marker does not reflect the actual expenditures assigned to advancing gender equality and women's empowerment. As the gender marker is assigned by project output and not project ID, a project might have several outputs with different gender markers.

²⁴ The main documents consulted by the evaluation team are listed in Annex 6, available online.

https://erc.undp.org/evaluation/plans/detail/1400. Evaluations covered the 2015-2017 election project (terminal), the project on women's and children's rights (mid-term and terminal), Phase 1 of the gender-based violence programme (terminal – QA of 5), the climate information and early warning project (mid-term and terminal – QA of 4), medical waste management (mid-term), community-based forest regeneration (mid-term), protected areas project (mid-term), UN REDD (final – QA of 4), and the mid-term evaluation of the UN Partnership Framework. The team also consulted the multi-country mid-term evaluation of the first phase of the ACP-EU Development Minerals Programme (QA of 5) and the terminal evaluation of BIOFIN Phase 1 (QA of 4).

²⁶ A full list of interviewees is available in the annexes.

FIGURE 2. Gender results effectiveness scale



Source: Illustrated Summary, Evaluation of UNDP Contribution to Gender Equality and Women's Empowerment, IEO, UNDP, 2015

stakeholders on UNDP's performance and contributions at the national level. In order to ensure coverage of issues affecting the programme as a whole, rather than specific projects, the ICPE focused on interviewing stakeholders that had been involved across the whole spectrum of projects. Data and information collected from different sources and through various means were triangulated before the evaluation reached conclusions and recommendations. This triangulated data helped confirm findings and reduce subjective bias. It was also used in the theory of change analysis to confirm or refute the assumptions.

As a result of the outbreak of the Coronavirus pandemic (COVID-19), the ICPE team had to conduct the full evaluation remotely, adapting its methodology to rely more on desk reviews of available material and conducting online and telephone consultations. These were complemented by written exchanges with stakeholders via email. Connectivity and time zones presented some challenges for accessibility and quality of interviews, but consultations were complemented by additional questions submitted in writing. Most stakeholders were willing to contribute further information. Despite the challenges and

delays, the evaluation was still able to guarantee and respect evaluation norms and professional standards.

The ICPE report went through an internal and external quality assurance process before being submitted to the country office and the Regional Bureau to check for factual errors and make comments. It was then shared with the government and other national partners.

Theory of change

(See annexes for graph and mappings)

The programme is assessed against the theory of change, which mapped the CPD strategy with its intended causal links, assumptions and risks reconstructed based on the CPD and interviews with staff and other stakeholders.

The UNDP country programme's initial, intended theory of change was grounded in an integrated approach to strengthen policy coherence, accountability, institutional reform and public participation, with three pillars (inclusive growth and social development, environmentally sustainable economic development, and governance and participation).²⁷ There was an overarching assumption that

The Inclusive Social Development pillar is assessed under the Inclusive Growth and Social Development portfolio; Environmentally Sustainable Economic Development is assessed under the Environment and Energy portfolio; and Governance and Participation is assessed under the Governance and Gender portfolio in the following chapter.

the programme would tap into the network of UN agencies, funds and programmes to rationalize and leverage resources, and to reinforce the impact of UN support through greater programme and operational synergies. There was, in addition, the expectation that the experience of UNDP as Principal Recipient of Global Fund grants would be leveraged in support of Zambia's efforts to access and manage additional financing from existing and emerging vertical funds, such as the Green Climate Fund.

The country programme's main strategies were premised on upstream support for institutional and capacity development, and downstream support to facilitate broad-based participation, greater transparency, more accountability, wider adherence to the rule of law and better response to climate change.

The programme intended to focus on creating an enabling environment and strengthening institutions for effective management of natural resources, including extractive industries, through expanding management options, responding to climate change and removing barriers, thereby promoting alternative energy sources that are accessible to all. There was the assumption that this would contribute towards poverty reduction and a reduction in inequality, particularly between urban and rural areas of Zambia. These efforts were expected to contribute to climate change resilience and low emission development, increase sustainable productive capacities that are conducive to economic diversification, and contribute to employment and sustainable livelihoods. UNDP expected to achieve these results by supporting policy reforms in the natural resource management and energy sectors, strengthening institutions and systems for effective management of natural resources, and promoting alternative energy sources to mitigate deforestation. The Governance and Participation pillar was envisioned as a cross-cutting pillar underpinning the first two, with the assumption that technical support for legal and policy reforms, as well as design and implementation of pilots for customization and demonstration of interventions, would result in the domestication of regional and international conventions, constitutional reform, legal reforms on natural resource management and extractive industries, elimination of discrimination, promotion of gender equality, increasing access to justice, and support for the decentralization process. Selected oversight institutions would be strengthened to fulfil their accountability, participation and representation functions, and the country would achieve increased capacity of citizens to hold national institutions accountable, working with an array of partners to promote dialogue. In alignment, UNDP intended to work with the Ministry of Gender and the judiciary to strengthen handling of GBV, and on wider judicial reform to ensure access to justice.

Building on prior work as the Global Fund Principal Recipient, there was also the expectation that UNDP would support supply chain management and other capacities in MoH and MSL. This would improve distribution of services to vulnerable populations and remove barriers that hinder the access of women and targeted key populations to HIV and AIDS services.

The following risks were found to be associated with the theory of change, among others: 1) Reduced financing due to Zambia's lower middle-income country status; 2) Poor coherence of policies and programmes leading to poor service delivery; and 3) Limited availability of empirical evidence for more accurate targeting of interventions.

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This section assesses UNDP's contributions to the CPD outputs, cross-cutting issues and key factors affecting results against the programme theory of change. Information is organized by portfolios following the terminology used by the country office on its website, but the assessment covers how initiatives were aligned according to the outcomes identified in the CPD. See programme mapping in annexes.

2.1 Environment and energy

The **Environment and Energy** portfolio²⁸ committed to contributing to Outcomes 1 and 3, with the following outputs:

- Output 1.2. The Ministry of Lands, Natural Resources and Environmental Protection²⁹ and its partners have developed policies, systems and measures at national and sub-national levels for sustainable management of natural resources, ecosystem services, chemicals and waste.
- Output 1.3. Government has scaled up action on climate change adaptation and mitigation across sectors with increased funding and implementation status.
- Output 1.4. The Ministry of Mines, Energy and Water Development³⁰ has developed inclusive and sustainable solutions to achieve increased energy efficiency and universal modern energy access (especially off-grid sources of renewable energy).
- Output 3.4. Revised legal and regulatory frameworks, policies, strategies and systems to ensure conservation conventions and national legislation, and sustainable use of natural resources and biodiversity in line with international standards.

A total of 14 projects were implemented under this portfolio, focusing primarily on climate change and natural resource management. The total programme budget (14 projects) for this portfolio was \$37.7

million, with \$24.4 million expenditure by the end of 2019. The earliest project began in 2013 (global BIOFIN Phase 1 project). All the projects have planned completion dates in 2020 or earlier, except for the GCF-funded Climate Resilience in Agriculture project (2018-2025), and the GEF Nationally Determined Contribution (NDC) support programme (2017-2021). The rest of the projects started during the previous CPD (2010-2015 period). Eight projects, which account for 93 percent of expenditure, are implemented through the national implementation modality, while five are directly implemented by UNDP, and one is implemented by the United Nations Office for Project Services.³¹ The portfolio is primarily funded by GEF (64 percent expenditure, four projects).

Based on the gender marker used in the design stage, two projects (9 percent of expenditure) did not contribute to gender equality, five projects (47 percent of expenditure) committed to contributing to gender equality in a limited way (GEN1), and the remaining seven projects (44 percent of expenditure) committed to having gender equality included as a significant objective (GEN2).

Finding 1: Natural resources and climate change – UNDP helped improve the legal framework for coordinated action on climate change, towards a more climate resilient and low carbon development pathway for Zambia. UNDP contributed to adaptation and mitigation solutions to develop and enhance early warning systems and promote alternative livelihood activities. However, these had limited impact on the expected development outcomes. The plausible causal links were not wrong, but a more holistic

²⁸ Corresponds to the environmentally sustainable economic development pillar in the CPD.

²⁹ Ministry of Lands, Natural Resources and Environmental Protection, later reorganized into the Ministry of Lands and Natural Resources, and the Ministry of Sanitation and Water Development.

The Ministry of Mines, Energy and Water Development was later reorganized into the Ministry of Mines and Mineral Development, the Ministry of Energy, and the Ministry of Sanitation and Water Development.

³¹ Recommendation linked to Conclusions 3 and 4.

broader strategy to integrate other components and partners with adequate resources was not in place to promote more significant change.

While the programme worked upstream on climate change and downstream with income earning opportunities through natural resource management, the assumption in the theory of change that efforts would contribute to economic growth, poverty reduction, reduction in inequality and lower carbon emissions could not be substantiated through evidence of results. There were no changes to economic growth and carbon emission indicators assigned to measure progress.

The National Climate Change Policy was formulated to provide a framework for coordinated action on climate change and variability towards a climate resilient and low carbon development pathway, as envisaged in Zambia's Vision 2030. Climate change issues have been mainstreamed in the Forestry Policy, 2014, the Second National Agriculture Policy, 2016, and the draft Land Policy. These revisions and developments were important to provide a framework for coordinated action on climate change and variability towards a climate resilient and low carbon development pathway.

A review of the policy and legal framework on health-care waste management was undertaken, focusing on including healthcare waste management provisions in the Public Health Act. The non-incineration and mercury-free technologies were successfully introduced and are functional, and the country's capacity is being built to effectively phase out and reduce releases of persistent organic pollutants and mercury. The review of both the Public Health Act and the Environmental Management Act is ongoing, but steps have been taken to eliminate mercury from the health sector, with a storage site for mercury-containing waste having been installed within the MoH compound.

The Accelerator Lab also contributed through a waste management and recycling innovation call, awarding 10 youth innovators with grants and business mentorship. The Accelerator Lab promoted a waste management collective intelligence experiment. Participants were trained in how to sensitize fellow

community members to the benefits of separating waste at the source, which is to be included in their Know Your Neighbour Community Model. The participants were also equipped with knowledge on sensitizing communities to sustainable waste management practices. This used various methods and was conducted by the Lusaka City Council, recyclers from the private sector and community members.

UNDP supported partners to introduce additional adaptation and mitigation solutions with early warning systems. UNDP supported capacity building in key government sector institutions for scenario development for low emission and climate resilient development planning. The percentage of national coverage of climate monitoring increased, as did the frequency of data transmission and reception. While this information could not be validated by the evaluation team on the ground with beneficiaries, according to project reports the total number of small-scale farmers who benefited from weather and climate information in the project period increased, especially women. The weather and climate information contributed to an increase in maize production, from 600 kg to 2.2 tons per hectare. This in turn improved food security, as the surplus production beyond family needs (above 400 kg) generated additional income for families, according to the terminal evaluation. Weather and climate information is reported to have facilitated crop diversification, as farmers are now growing other crops such as legumes and rearing small livestock. The national coverage of climate monitoring increased, from a baseline of 41 manual stations to an additional 40 automatic weather stations through UNDP-facilitated projects, and a further 60 automatic weather stations with support from other partners and projects. The increased coverage resulted in improved accuracy and reliability of weather, climate and early warning information tailored for different locations and communities. The information gained from increased coverage improved understanding of climate and how it is impacting communities, and guided the design of appropriate adaption interventions tailored for each location.

UNDP made good progress in implementing a more multi-dimensional approach, integrating efforts to promote livelihoods, natural resource management

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and climate change. Additional examples of this more integrated approach include: UNDP training and capacity building for local communities to engage in alternative livelihoods that allow for regeneration of forest stock; increasing the adaptive capacity of communities around game management areas; partnering with Conservation Farming Units³² and Community Markets for Conservation; training communities in chicken, goat and bee-keeping production; combining efforts for enhancing forest protection; offering training in building energy-efficient cook stoves, together with other livelihood options to discourage communities from harvesting forests for charcoal production; adopting climate-smart agricultural practices with less land being used and therefore less forest cover being cleared for farming; and enhancing the adaptive capacity of communities. There is some anecdotal evidence of reduced poaching through increased game patrols. This was from monitoring reports and stakeholder interviews, but detailed data was not available.

Forest fire management in community natural resource management initiatives is another valuable key effort of integration. It was not possible to visit communities to interview beneficiaries, but desk reviews and interviews with other stakeholders and project managers indicated that UNDP had strengthened the capacity of communities and different stakeholders in these areas. Communities developed local leadership structures that help govern the use and protection of natural resources. This intervention reportedly increased ownership of the process by communities, and there is potential for it to achieve project success and sustainability.

However, it is worrisome that the sustainability and continued use of some initiatives, like the cook stoves, are not certain beyond the life of the project. While local communities produce the charcoal, most local community households sell the majority to urban centres, such as Lusaka, rather than using it sustainably for cooking and heating. Therefore, it is not

clear whether UNDP has fully thought through the multiple dimensions needed to sustainably succeed in implementing a more integrated approach. The component of behaviour change has yet to be comprehensively incorporated into efforts.

UNDP was strategically proactive in engaging traditional leadership in natural resource management. This is critical because traditional leaders have a particularly strong voice in rural areas of Zambia. Getting the 'blessing' of traditional leaders is essential for the surrounding communities to fully participate in development interventions.33 While engagement of traditional leaders was key to the success of project interventions (in Kafue and West Lunga game management areas and the Serenje districts), close to West Lunga this proved unsuccessful. Stakeholders reported that some traditional leaders in West Lunga game management area proved to be retrogressive, as they had vested interests in promoting harvesting of natural resources for their logging businesses in areas near the game management area. UNDP would have to consider different strategies.

Strategic partnerships with various stakeholders were key contributing factors for UNDP to be able to deliver beyond its own capacity and resources. UNDP strategically partnered with the Zambian non-profit organization, Community Markets for Conservation, to build capacity on smart farming practices, and for upstream work. UNDP also partnered with USAID and other partners on upstream policy development.

Despite progress, prolonged negotiations on the establishment of public-private partnerships³⁴ were a hindering factor that threatened the sustainability of programme gains. According to stakeholders, negotiations were prolonged because of the need to have a clear picture of how such arrangements would benefit both the community and other potential partners. The development of policies on community-based natural resource management and green bonds was delayed due to protracted negotiations,

³² UK Aid-sponsored organization furthering conservation farming and climate-smart agriculture.

Over 80 percent of the land in Zambia is under traditional leadership care.

These partnerships involve different players, depending on the area of the project. For example, the West Lunga game management area public-private partnership (between the government, local communities and Kalumbila Mines) is more advanced, while the Kafue game management area public-private partnership is still in its infancy. This is according to various stakeholders interviewed.

consultations and validation among stakeholders. Like the public-private partnership challenge, it is not yet clear how benefits from such arrangements would be equitably shared.

Finding 2: Energy – UNDP contributed to policy reviews, public awareness and increased knowledge on the use of solar energy, however there was limited progress regarding the actual development of the mini-hydro plant. UNDP was unsuccessful in supporting the government to mobilize required resources for the project components and to install the technology on site.

UNDP aimed to contribute to reducing greenhouse gas emissions, but that was not accomplished and could not have been accomplished with the limited resources and efforts in place. According to UNDP, reductions in emissions were expected to be achieved by ensuring that the required mitigation actions were sufficiently funded and corresponding projects were implemented by 2021; the country would be 3 percent lower than the baseline in year 2000. However, UNDP had only one project that was expected to help grow renewable energy and enhance off-grid electricity supply. This involved the development and construction of a mini-hydro plant in Chapota Falls, but UNDP was not able to help the Department of Energy raise the required funds. 35 UNDP supported the establishment and operation of two centres of excellence for solar energy and mini-hydro at the University of Zambia and the Kafue Gorge Regional Training Centre, respectively. UNDP provided technical assistance to prepare the Renewable Energy Strategy, which provided inputs to the ongoing Energy Policy and legislative review. This technical assistance contributed to the completion and launch of the Energy Policy, the Electricity Act and the Energy Regulation Act in 2019. While this project can add value to the communities around Chapota Falls, the overall impact at national level would have been minimal to the indicator of greenhouse gas emissions. UNDP lacks a more comprehensive strategy, and investment is needed if it wants to contribute to such change.

Particularly problematic in the Environment and Energy portfolio was the use UNDP made of national level impact indicators to measure its performance, when changes to these indicators are most often outside of UNDP's control. Even if this project had been fully implemented, the expected 3 percent reduction in greenhouse gas emissions would not have been achieved, due to the significant growth in fossil fuel use by the energy and transport sectors which UNDP failed to consider when assigning this indicator to measure its performance. While it is acknowledged that UNDP can influence impact indicators at the national level by leveraging its programming, it would not be possible or adequate to attribute changes in such indicators to UNDP's input. Similarly, it would be difficult to attribute the failure to improve this indicator, regardless of UNDP's performance. This indicates the need for UNDP to have considered better-aligned output level indicators when developing the CPD, and a more complete partnership and resource mobilization strategy. It is not clear whether UNDP is best positioned to carry this work forward, at least not on its own, considering all the limitations and lack of progress.

2.2 Inclusive growth and social development

The Inclusive Growth and Social Development portfolio³⁶ of UNDP committed to contributing to CPD Outcomes 1, 2 and 4, with the following outputs (note: Outputs 2.3 and 2.4 are discussed in the Governance and Gender section):

- Output 1.1. Government has developed policies, strategies, plans and systems at national and sub-national levels to achieve sustainable management of extractives and employment/livelihood intensive productive sectors for a reduction in poverty and inequality.
- Output 2.1. Planning, coordination, accountability and implementing ministries have

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³⁵ Sources: Project document, progress reports, ROAR-ZMB (2019) and interview with Winnie Musonda (the group interview).

³⁶ Corresponds to the inclusive social development pillar in the CPD.

reviewed policies, plans, functions, financing, systems and implementation procedures at national and sub-national levels to deliver improved basic services and respond to priorities voiced by the public.

- Output 2.2. Revised policies, laws, systems and institutional arrangements for equitable, accountable and effective delivery of HIV and related services.
- Output 4.2. Communities, civil society organizations (CSOs) and marginalized groups have developed networks and coalitions to fight discrimination and address emerging issues (such as environmental, electoral, justice, people affected by HIV, people living with a disability, women, minorities and migrants).

A total of 18 projects were implemented under this portfolio, focusing primarily on HIV and AIDS (92 percent of expenditure), with far fewer resources for development minerals and refugees. The portfolio had spent \$61.1 million of the \$65.1 million budgeted in 2016 to 2019. Health programming represented 92 percent of overall expenditure (\$56.5 million). The projects on development minerals and refugees represent an additional \$1.5 and \$1.3 million, respectively (2 percent each), with the remainder made up of projects on policy support (\$873,000), inclusive business (\$863,000) and sustainable mobility (10 Kilometre project, \$103,000). UNDP directly implemented seven health projects, and Phase 1 of the Development Minerals project, representing 95 percent of expenditure. National partners implemented 11 projects (including work on displacement, inclusive business and the 10 Kilometre project).

Based on the gender marker used at the design stage, seven projects did not contribute to gender equality, three projects committed to contributing to gender equality in a limited way (GEN1), and three projects had a gender component (GEN2).

This portfolio's focus in the health sector during this cycle was to address remaining supply chain gaps and build local capacity for grant management. From April 2010 until January 2015, UNDP was the Global Fund Principal Recipient on behalf of MoH, managing several HIV, malaria and TB grants. From January 2015, MoH took over the Principal Recipient role and has since signed with the Global Fund. Building on prior work as the Global Fund Principal Recipient, interventions during this programme cycle focused on strengthening supply chain management in MoH and MSL (an autonomous government agency) and district financial management. UNDP also participated in several regional grants, which addressed legal barriers for key populations.³⁷

Finding 3: Health systems capacity strengthening – UNDP supported improvements to the health sector supply chain and access to treatment, care and support in Zambia. However, the programme did not fully fulfil its vision to strengthen regional supply management, and there are still significant issues with capacity, discrimination, stigma and lack of implementation of policy recommendations to address system barriers hindering access of women and targeted key populations to HIV/AIDS services.

Building on prior work as the Global Fund Principal Recipient, UNDP supported supply chain management and other capacities in MoH and MSL. Through the Global Fund, UNDP contributed to Zambia's response to maintain and expand treatment, care and support for people infected by HIV and affected by AIDS. UNDP was key in providing technical support to strengthen the health sector supply chain, which was identified by the Global Fund as a key systemic challenge needing 'significant improvement'.³⁸ While procurement could be done by other actors, partners

Linking Policy to Programming (2016-2020 grant in five southern African countries); Removing Legal Barriers to Access Africa (2016-2018 regional \$10.5 million Global Fund grant, 10 countries); Sexual Orientation, Gender Identity and Rights (SOGIR) Africa (2016-2017, \$800,000 funded by USAID in Senegal, Tanzania and Zambia) with the Office of the United Nations High Commissioner for Human Rights.

[&]quot;As the programs have scaled up, country systems have not evolved at the same pace. This is especially the case with regard to the quality of diagnostic capacities, supply chain management systems, monitoring and evaluation. The OIG noted challenges in the health system's ability to cope with the rapid increase of volumes due to scale-up whilst operating with obsolete infrastructure. There are stock-outs and expiries across the different levels of supply chain and limitations in accounting for stocks." The Global Fund Office of the Inspector General, Audit of Global Fund Grants to the Rep. of Zambia, GF-OIG-17-028, 22 Dec 2017.

believed UNDP's main added value was its experience globally and in Africa that enabled large procurement and capacity building, although there is interest in greater international knowledge sharing.

UNDP mobilized research and coordination to advocate for policy change in support of key populations accessing health services, however there was insufficient coordinated follow-up to advocate for and implement policy recommendations to address system barriers affecting access to HIV/AIDS services for women and targeted key populations.

Other UN agencies are also contributing to the health sector, but coordination or integrative efforts have been limited. UNDP worked with UNICEF and the World Health Organization, while other organizations working with these areas in Zambia include UNAIDS, the World Food Programme and the United Nations Population Fund (UNFPA). Considering the highlighted inefficiencies, it is not clear whether UNDP had coherent stakeholder mapping and an adequate partnership strategy to ensure other partners provided complementary support for greater effectiveness of investments.

The assumption in the theory of change that efforts would contribute to removing barriers that hinder access to HIV and AIDS services for women and targeted key populations, including the LGBTQI community, could only be partially substantiated by evidence of results. The plausible causal links are not wrong, but multiple risks were not sufficiently addressed, and the programme failed to fully and sustainably achieve its goals. Capacity development work missed opportunities to leverage UNDP's work

at the district level and work in other areas, such as gender, to further address barriers hindering rights and access to services. While the district-level work is limited to periodic financial mentorship visits under the Vaccine Alliance Grant (Gavi), there have not been efforts to more proactively foster synergies at the local level.

The government outlined the way forward in the National Supply Chain Strategy (2015-2017). MSL, with support from UNDP, developed a master plan with priority areas.³⁹ UNDP's support enabled MSL to increase storage capacity (from 7,000 to 21,000 m²), consolidating storage from multiple leased facilities to one central warehouse. UNDP helped improve stock management and handling systems at the MSL warehouse with important upgrades in mechanization and scanning equipment, cold storage and energy-efficient construction. At regional level, UNDP supported the construction of four regional warehouses in Mansa, Choma, Mpika and Chipata, and expanded the Lusaka warehouse.

Distribution of antiretroviral drugs to the provinces improved significantly, and MoH recorded no stockouts of these essential drugs. Nevertheless, stock-outs and delays for other essential drugs are still prominent in health care facilities. These gaps had implications for care, as districts were not equipped for 'last-mile deliveries'. Despite efforts, the drug delivery system remains too centralized and there are struggles with delayed or unfulfilled deliveries. Much of the decision making and information management for the envisioned system of regional centres is still at central level, leading to inefficiencies, miscommunication and inconsistent coverage. According to a review

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³⁹ The MSL Master Plan 2015 proposed the following key priority areas: a) Urgent upgrade of MSL existing infrastructure; b) Implementation of modern enterprise resource planning systems, which include a new warehouse management system, electronic logistics management information systems and automation of other warehouse processes and techniques such as barcode reading; c) Construction of a new dispatch warehouse and offices at MSL; d) Expansion of the central warehouse in Lusaka from the current 7,000m² to approximately 22,000m²; e) Construction of a second central warehouse (6,000m²) on the Copperbelt Province in Luanshya district; and f) Construction of regional hubs at selected sites and district stores.

⁴⁰ A Global Fund audit covering MoH and CHAZ activities from January 2015 to May 2017 stated: "For example, in 2016, expiries of antiretroviral medicines amounting to almost \$4 million were noted. This was attributed to gaps in the management of medicine regimen changes and below-target enrolment of children on ART. Distribution arrangements are sub-optimal with commodities only delivered to districts; these district health facilities are not resourced well enough to complete last-mile deliveries. The government is working with country development partners to address storage and distribution challenges at MSL, the central warehouse in the country." Audit of Global Fund Grants to the Republic of Zambia, GF-OIG-17-028, 22 December 2017.

issued in April 2019,⁴¹ 51 percent of the district health offices and facilities that made requisitions to MSL did not receive their orders about six times, while 27 percent did not receive their requisitions nine times.

UNDP supported district health offices on grant management. As part of this process, UNDP advised MoH on selecting software for grant management. MoH adopted a web-based version of Navision Financial Management Solutions in 2016 for SIDA reporting, then accelerated installation of a more comprehensive system for the MoH Global Fund Management Unit, for New Funding Model requirements. It was rolled out to all districts in 2017-2018 with support from several development partners.⁴²

UNDP also implemented the Financial Mentorship to District Health Offices Zambia project, funded by Gavi from April 2018 to June 2019, followed by a TRACfunded extension through December 2019. UNDP (in cooperation with the World Health Organization and UNICEF) supported MoH to strengthen the capacities of seven district medical offices to receive, implement and report on grants from Gavi⁴³ and international donors. Stakeholders interviewed appreciated UNDP's leadership in supporting national capacity building, and cooperation among international partners to deliver complementary support, as well as installing systems that can be used across donor streams.

UNDP provided training and ongoing mentorship to district medical offices on grant regulations, budgeting, procurement, asset management and reporting in 14 districts. The programme was envisioned as a pilot, with MoH to scale the approach in all districts. This administrative capacity support complements the World Health Organization and UNICEF's technical support on immunization. According to data from interviews with stakeholders, few members of staff

at central level (HQ) participated in the mentorship programme and felt it was largely led by UNDP. As a result, opportunities were lost for the central level to build supportive relationships with counterparts at provincial and district levels. The central level felt detached from supervising the districts, as they were not fully engaged.

District medical offices faced some challenges, including delays in approving plans and budgets and insufficient or ineffective staff training.⁴⁴ District health office mentorship visits to health facilities were not included in their annual plans, and so were not well planned. In 2019, UNDP only disbursed project funds for the first and second quarter in April. All districts were still facing challenges in using Navision Software effectively.⁴⁵

According to the final project report, none of the districts could generate all the types of reports from Navision and some payments were still being processed outside the system. Passing of journals is also another challenge and amounts remain in receivables without being expensed. Assets procured with Gavi support have not been entered into the asset module in Navision. UNDP reported that most of the districts did not have a structured approach to knowledge management. UNDP reported that districts were encouraged by the project to draw up risk registers despite risk management not being a pre-requisite under Gavi funding. The Gavi support was directed to three provinces, Muchinga, Northern and Luapula. Although improvements in vaccination coverage were registered in the targeted provinces, Muchinga and Luapula provinces remain below the national average, despite support (Muchinga – 68 percent; Luapula – 67 percent). This could be attributed in part to insufficient attention to sensitization, however, immunization technical support is supported by UNICEF rather than UNDP.

World Bank, Zambia Health Sector Public Expenditure Tracking and Quantitative Service Delivery Survey, Public Expenditure Review. April 2019, 51. https://elibrary.worldbank.org/doi/abs/10.1596/31783

⁴² Systems for Better Health, World Bank, Global Fund and SIDA. Final project report, 31 July 2019.

Gavi is an international organization created in 2000 to improve access to new and underused vaccines for children living in the world's poorest countries. The seven districts were chosen because of low immunization coverage: Mpika and Chinsali in Muchinga province; Lunga, Samfya, Mwense and Milenge in Luapala province; and Luwingu district in Northern province.

Evaluation of the District Medical Health Office Capacity Strengthening project.

UNDP worked with government to select financial reporting software (Navision) and supervised installation and training to district health offices under the Gavi grant. District health offices use the software to report on Gavi grants, as well as SIDA and DFID (previously a stand-alone system). Staff interview.

HIV statistics in Zambia improved. Desk reviews and stakeholders indicated that, despite all challenges, this was partly due to support rendered by UNDP through the Global Fund. Zambia met 90-90-90 targets: in 2019, an estimated 90 percent of people living with HIV knew their status, of these, 95 percent received antiretroviral treatment, and of those on treatment, 90 percent achieved viral suppression, compared to 78 percent, 87 percent and 89 percent, respectively, in 2015.46 There has been a steady decline in new HIV infections (-15 percent since 2010) and AIDS-related deaths (-27 percent) since 2010 (although deaths plateaued at 16,000 to 17,000 per year from 2016 to 2019). Overall, the number of cases has remained at 1.2 million since 2016, and prevalence has declined from 12.2 percent to 11.5 percent as population growth outpaces new infections.⁴⁷ Despite this progress, there remain distinct gender- and age-related disparities in HIV burden, with 14 percent prevalence among women compared to 8.9 percent prevalence among men (11.5 percent overall).⁴⁸ This disparity is most pronounced among young people aged 15-24, where HIV prevalence is more than two times higher among women (5.5 percent) than their male peers (2.6 percent).49

Legal and policy barriers against some key populations impede more amplified results in Zambia. These include a lack of HIV-specific protection from discrimination, laws criminalizing same-sex marriage and sex work, lack of comprehensive sex education, lack of access to justice and healthcare, and underfunded social protection, among others. As a result, these populations face challenges in accessing HIV-related prevention, treatment, care and support services. The National AIDS Strategic Framework (NASF) 2017-2021 defines and highlights the need to programme for key populations, including adolescents, sex workers and men who have sex with men, among others.

In trying to remove barriers, UNDP worked to increase the health system's outreach and awareness of key affected populations, including young sex workers, men who have sex with men, intravenous drug users, and LGBTQI people.51 UNDP produced policy documents, including a legal environment assessment for HIV, TB and sexual and reproductive health and rights, in 2019, and a policy brief on removing legal and policy barriers for young key populations in the HIV response, in 2020. UNDP partnered with TransBantu on a Zambia civil society engagement scan in health policy and law, and in developing guidelines for the management of transgender and intersex people by MoH. UNDP's coordination helped grassroots organizations gain access to government and make contacts, and facilitated international knowledge exchanges and partnerships across government, academia and civil society.

However, coordinated follow-up to advocate and implement the policy recommendations was insufficient. Partners noted that the project did develop an action plan, but it was not implemented, reportedly due to a lack of resources. With the grant ending in 2020, follow-up on programming is necessary to target resources and efforts to implement change.

UNDP's work with district health offices was narrowly focused on grant administration training under the Gavi grant, and did not incorporate the Linking Policy to Programming work conducted at the national level. While there may have been limited scope within the Gavi grant, UNDP could have been more proactive in approaching MoH and partners to potentially expand activities through existing or new funding opportunities. Civil society partners supporting national-level efforts on key population advocacy had little awareness of UNDP's work supporting district health offices and health supply infrastructure, or work in other areas such as sexual

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⁴⁶ UNAIDS, Zambia – Progress toward 90-90-90 Targets, 2019. https://aidsinfo.unaids.org/

⁴⁷ New HIV infections: 2010 – 60,000, 2015 – 58,000, 2019 – 51,000; AIDS-related deaths: 2010 – 24,000, 2016 – 17,000, 2019 – 17,000. https://aidsinfo.unaids.org/

⁴⁸ HIV prevalence rate for adults aged 15-49 (2019 estimate). UNAIDS, Zambia Country Factsheet, 2019. https://aidsinfo.unaids.org/

⁴⁹ HIV prevalence for young people aged 15-24 (2019). UNAIDS, Zambia Country Factsheet, 2019; https://aidsinfo.unaids.org/

UNDP, National HIV/AIDS/STI/TB Council of Zambia (2019). Zambia: Legal Environment Assessment for HIV, TB and Sexual and Reproductive Health & Rights.

⁵¹ Through the regional Linking Policy to Programming project, implemented in five southern African countries.

and gender-based violence (SGBV). Consequently, UNDP focused on legal policy protections but did not do capacity building for health practitioners on key populations' rights and best practices in care. While the SGBV programme worked with courts, police and community groups, it did not bring into focus key populations who are also at heightened risk of SGBV. There was a missed opportunity to leverage UNDP's presence at the district level and its technical expertise to drive greater awareness of and attention to vulnerable key populations.

Finding 4: Extractives, livelihoods and employment – UNDP helped raise the profile of the development minerals sector in Zambia. This work advocated for diversification efforts away from copper mining and contributed to livelihood and employment opportunities that notably focused on women and youth. A comprehensive review of national policies, strategies and legislation has not yet taken place to fully back the development minerals sector, and more significantly impact the outcomes of economic diversification and poverty reduction.

UNDP aligned its work on extractives under the pillar of inclusive growth, with the theory of change assumption that this work could not only help raise the profile of development minerals in Zambia, a key source of income, but it would also help diversify the economy and generate income opportunities. Stakeholders highlighted UNDP's key contributions as being related to providing capacity building for the private and public sector, from local to national level, including training on how to add value to development minerals⁵² at all stages of the value chain. From 2016 to 2018, UNDP trained some 3,000 stakeholders (43 percent women) and helped formalize 15 cooperatives.⁵³ Interviews indicate that the training raised awareness among different stakeholders of the development minerals sector in Zambia and enhanced financial management skills of miners. UNDP and partners produced a small-scale mining handbook that may further enhance the capacity of the sector. These trainings are reported to have

equipped mine operators and other industry players with improved skills and knowledge, and helped the government and other stakeholders see the key role extractives, other than just copper mining, could play in sustainable development.

Beyond capacity building, UNDP's key value added was promoting the value chain approach, where players were linked to markets. The government and the Road Development Agency, with the help of UNDP, worked to link cobblestone producers to road contractors. According to UNDP, the uptake of cobblestones produced under this project is believed to have been given preferential treatment by the road contractors. The value chain-focused training is reported to have been particularly beneficial to women. Stakeholders interviewed reported an increase in the number of women involved in the development minerals industry, at all levels. This information could not be further validated with beneficiaries or national official data, but UNDP reports specifically focusing efforts on empowering women, funding the National Association of Zambian Women in Mining (~300 members) and better equipping women with practical skills required to add value to the minerals sector. UNDP and its partners cited that 40 percent of leadership positions at the community level were to be held by women. Beyond efforts for gender parity, interviewed stakeholders were of the view that projects led by women were generally more community-oriented than those led by men.

Whether these actions are responsive to the needs of gender equality and to sufficiently enhance women's empowerment in the mining value chain is not a foregone conclusion. Some stakeholders proposed that UNDP could have created more tailored leadership training for women, worked with men, and created policies to promote a more enabling environment for women. This would enable them to engage without discrimination, and with more adequate support, skills and resources. It is believed by stakeholders that this could have helped many women to further develop their confidence to lead, and perhaps even

⁵² Development minerals focuses on diversification away from copper mining.

⁵³ See ROAR-ZMB (2019).

raise awareness to start more holistically addressing some of the deep-rooted barriers and harmful discriminatory practices against women in the country and the sector.

Upstream, UNDP helped enhance information access by strengthening the government's management and information system, investing in the digitization of geological records at the Geological Survey Department of the Ministry of Mines and Mineral Development. According to interviews with stakeholders, UNDP's role of identifying and bringing in experts, building local capacity, and helping with resource mobilization was critical in successfully digitizing records, and enhancing information availability and access for all sector players. The Ministry of Mines and Mineral Development included funding for the development minerals sector management in its budget, in part due to these strategic engagements. This indicates national ownership of results, and good potential for the sustainability of these results.

Good programme design and stakeholder involvement were key factors contributing to the success of initiatives. From the outset, the programme engaged stakeholders, both policymakers and industry players, coming from the Ministry of Lands and Natural Resources, the Ministry of Tourism and Arts, the Ministry of Gender and the Ministry of Mines and Mineral Development, training institutions, large and small-scale mining associations and civil society, among others. The programme design was organized around cooperatives. According to stakeholders, this design increased the sense of programme ownership and chances of ensuring that the broader community benefited from it, instead of just individuals. The desk review indicated that the project established a multi-stakeholder country working group, comprising public stakeholders from relevant ministries as well as local government officials, small-scale mining operators, CSOs and business development entities. This was in order to raise and act on strategic policy issues with key government stakeholders. The programme country focal person is based at the Ministry of Mines and Mineral Development, with the aim of ensuring close alignment and fluid communication.

Despite good progress, the comprehensive review and assessment of the development minerals sector national policies, strategies and legislation, as committed in the CPD, did not take place. This process is critical to ensure that the programme is well aligned with key national documents and that the achievements are not easily eroded. Lack of funding was cited as a main hindering factor for UNDP not sufficiently advancing on this. However, it is not clear whether UNDP had sufficient capacity in-house and a holistic partnership and resource mobilization strategy to be timely and strategically positioned to more successfully expand partnerships and mobilize adequate resources.

Finding 5: Former refugees' resettlement and integration – UNDP led an interagency programme to integrate and resettle former refugees among local populations, as part of a 'One UN' effort that aimed to operationalize a transition from humanitarian aid to sustainable development approaches. However, the initiative saw limited progress due to funding constraints and contextual challenges.

Zambia's refugee population is primarily longstanding. In accordance with the Comprehensive Refugee Resource Framework, the Government of Zambia has sought to provide a pathway to permanent residence and local integration among local host communities. It has done this by transitioning from a humanitarian to a development lens, which enables sustainable resettlement in Zambian communities, with services and economic opportunities for former refugees and local communities alike. The UN and the Government of Zambia have partnered to locally reintegrate 19,000 Angolan and 4,000 Rwandan former refugees from refugee settlements to designated new settlements (Meheba and Mayukwayukma) nearby, in local communities. These two settlements can each accommodate 35,000 to 45,000 Zambian citizens and new permanent residents (8,000 to 10,000 households), in addition to a settlement for 1,000 youth in Mwenge.

UNDP served as the lead agency for the joint UN programme, Promoting Human Security through Sustainable Resettlement in Zambia (2017-2021) which pursues three strategic humanitarian-development

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nexus objectives: 1) transition of former refugees into Zambian permanent residents, with a possible pathway to Zambian citizenship; 2) transition of lead responsibility from the Office of the Commissioner for Refugees under the Ministry of Home Affairs to the Department for Resettlement in the Office of the Vice President; and 3) transition of lead responsibility from the United Nations High Commissioner for Refugees (with a humanitarian response) to a cross-UN approach led by the UN resident coordinator and the UNDP resident representative, supporting a long-term sustainable development approach. The project includes outcomes on government planning (UNDP, UN Habitat), access to social services (UNICEF, UNFPA, International Organization for Migration) and livelihood opportunities (Food and Agriculture Organization, the World Food Programme, the International Labour Organization, UN Capital Development Fund), and peaceful integration with local communities (UNDP, International Organization for Migration, UNFPA).

The project serves as an example of the UN 'delivering as one', and refugee integration through a development lens. For the first time, refugee planning was mainstreamed in district development plans under the 7NDP, while UNDP and partners established and trained ward development committees in 2019 to implement community-sensitive planning. UNDP incorporated activities and approaches from its other projects on GBV, agriculture and solar energy.

While resettlement figures increased, government stakeholders and project reports acknowledged limited progress: at the end of 2019, 1,098 households had relocated (549 in Mayukwayukwa and 549 in Meheba), compared to 795 in 2018 and 660 in 2017. The designated settlements are in Luapala province, a poor, remote area that lacks comprehensive access to services, transportation and livelihood options for refugees and host populations alike. Some refugees are reluctant to relocate to new areas, potentially separating from their long-term social networks in refugee settlements. Key mechanisms for local integration, such as legal permits and land titles, need to be accelerated. In May 2020, UNDP installed solar power systems in health clinics in both resettlement areas, which also support water supply. Activities

planned for the first half of 2020 were delayed, but concluded by September 2020. All activities under the social protection and integration outcome were delayed until 2019, but had been concluded by the end of June 2020, including the establishment of community areas, sensitization, and the establishment of GBV one-stop-centres in both resettlement areas, however this information could not be validated by the evaluation team in situ.

UNDP was instrumental in successful resource mobilization with the Government of Japan (\$2.5 million allocated in 2019, contributing over \$1.1 million in budget to date) and the US State Department Bureau of Population, Refugees and Migration (\$600,000), with complementary funds from the UN Trust Fund for Human Security (\$777,000) and UNDP (\$267,000). UNDP supported the government in 2019 to create integrated workplans which map needs and activities across funding sources. However, funding still only met a fraction of the demand, and key activities were delayed or unfunded. The combined budget from 2017-2020 was only \$2.77 million (Atlas); the project document envisioned a \$17.9 million programme (2017-2021), with only \$0.9 million funded from UNDP core resources at the time of signing. Zambia receives relatively few new arrivals and its refugee population is primarily longstanding – therefore seen as a development rather than humanitarian concern. However, this does present challenges for resource mobilization in comparison with countries facing more immediate crises.

Government partners appreciate UNDP's role in supporting development planning, coordination and monitoring, as well as direct support for staff and equipment. However, there was no evidence of significant contributions from UNDP on a policy or programmatic level. While the programme and UNDP's leadership are examples of the vision of the Refugee Compact – improving an integrated approach that includes refugees and host communities in sustainable development with improved services and economic opportunities – results have been mixed, as former refugees are reluctant to move to resettlement sites which may offer land titles, but also need substantial infrastructure improvements.

2.3 Governance and gender

The **Governance and Gender portfolio**⁵⁴ of UNDP committed to contributing to Outcomes 2, 3 and 4, with the following outputs (key projects in italics):

- Output 2.3. The judiciary, the Ministry of
 Justice and related national institutions have
 reviewed laws, strategies, procedures, functions
 and financing to improve access to justice
 and redress institutional arrangements, and
 to put measures and systems in place for the
 implementation of cross-sector strategies to
 prevent and respond to SGBV.
- Output 2.4. The government has revised institutional arrangements, and put measures and systems in place for the implementation of cross-sector strategies to prevent and respond to SGBV.
- Output 3.1. Parliament, constitution-making bodies and the Electoral Commission of Zambia have developed strategies, laws, systems and institutional mechanisms to enable them to perform core functions for improved accountability, participation and representation.
- Output 3.2. The National Assembly of Zambia has developed strategies, policies and legal frameworks to address awareness, prevention and enforcement of anti-corruption measures across sectors and stakeholders.
- Output 3.3. CSOs have developed frameworks, strategic plans and platforms for effective engagement with government on national development and parallel reporting on regional and international conventions.
- Output 4.1. The Human Rights Commission has developed strategies, procedures and systems to perform core functions for advocating the domestication and fulfilment of human rights in line with regional and international treaties and conventions.

 Output 4.3. Line ministries driving national economic growth have developed evidenceinformed national strategies and partnerships to advance gender equality and women's empowerment.

A total of 16 projects were implemented in this portfolio, focusing mostly on election work (52 percent of expenditure) and SGBV and gender equality programming (34 percent), with some work on institutional capacity building (9 percent) and human rights (5 percent). The total budget for this portfolio amounted to \$15.8 million, with \$15 million in expenditure. A total of 13 projects were from the previous cycle. New projects for this cycle include Phase II of the Joint SGBV Programme (2018-2022), Strengthening National Capacities for Planning (2019-2020) and Support to Human Rights (2018-2021). Most projects (13 out of 16, or 80 percent of expenditure) were nationally implemented.⁵⁵

Based on the gender marker used in the design stage, the SGBV Joint Programme (Phases I and II), the Promotion of Women's and Children's Rights project, and the Empowerment and Leadership Skills Development project (previous cycle, completed 2016) were GEN3 (34 percent of expenditure); several projects under the 2011-2015 Governance programme (with some expenditure recorded in 2016) were GEN2 (9 percent); while the elections projects, support to human rights, and strengthening national capacities projects were GEN1 (57 percent).

Finding 6: Governance and participation – UNDP's support to strengthening institutional capacities and improving citizen participation and representation contributed to enhancing public confidence in the election results and improving access to justice. However, there is insufficient evidence to attest that UNDP significantly and sustainably contributed to the expected outcomes of increasing the participation of women in politics, improving voter turnout, deterring youth electoral violence and addressing corruption.

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⁵⁴ Corresponds to governance and participation in the CPD.

Promotion of Women's and Children's Rights was a DIM project; the Support to Civil Society and the Empowerment and Leadership Skills Development projects (previous cycle, completed 2016) were implemented by non-governmental organization partners. Democracy Strengthening in Zambia (new elections project launching in 2020) will be DIM.

While selected institutions were supported and UNDP worked with an array of partners to enhance democratic governance and promote participation and dialogue to improve accountability and representation functions, the assumption in the theory of change that this would increase the capacity of citizens to hold national institutions accountable and improve transparency could not be substantiated by evidence of results.

One key result was improved confidence in election results. The Electoral Commission of Zambia (ECZ) benefitted from several years of support from UNDP and other partners, with a key change being the transition from manual to biometric voter registration. Despite these improvements, ECZ still suffers from public criticism of election management, as the entire electoral system is subject to intense scrutiny by the public, civil society and political parties. UNDP's Support to the Electoral Cycle in Zambia (2015-2017) project focused on further improving the capacity of ECZ, enhancing public confidence in the election results, strengthening modalities for dispute resolution, and support to electoral partners and stakeholders.

UNDP's contributions included: stakeholder engagement and consultations on the Political Parties Bill 2017; broad consultations on the Public Order Act aimed at addressing cross-party violence during elections; development of the Domestic Election Monitoring and Observation Charter, signed by over 20 CSOs; and youth involvement in the Voter Education School Club initiative for continuous public outreach throughout the electoral cycle.

Although UNDP was successful in bringing stakeholders together for consultation, some legal reforms, especially to enhance participation and improve governance, did not advance as expected. The proposed

Political Party Bill and revised Public Order Bill, for example, failed to garner the two-thirds majority vote. Stakeholders interviewed indicated they expected more from UNDP to support this last-mile advocacy process of passing policies and legislation. According to stakeholders, UNDP should have continued to advocate with political parties, particularly parliamentarians, to support the Political Parties Bill enactment process. Some of the reasons that these initiatives could not advance as expected were, according to UNDP, linked to political and to some extent, administrative and financial impediments. However, other stakeholders interviewed said they were not certain whether UNDP had the correct, or sufficient, partnerships, or was positioned with strategic capacities to help influence and pressure change.

When the CPD was developed in 2015, it was a critical time just before the 2016 tripartite elections to try to work with conflict prevention, but it was not possible to prevent violence around elections. The political landscape had some unexpected instability, with multiple episodes of pre- and post-electoral violence. 56 This required UNDP's adaptation in refining the focus areas to consider post-election violence. UNDP trained 360 political party members in Lusaka, Kabwe, Mongu and Livingstone in conflict prevention; supported a review of policing election training materials; and administered training for 18,600 police officers. UNDP engaged the media, political parties, youth groups and CSOs⁵⁷ throughout the 10 provinces to promote violence-free elections, but there were still cases of violence and insufficient data to assess the extent to which UNDP's initiatives were effective, or why they were not. Stakeholders interviewed felt UNDP's support was valuable, but they were not sure whether without UNDP anything would have been different. Voter turnout remained low, at 56.45 percent in the 2016 elections, a slight increase from

[&]quot;Incidents of violence in Lusaka and southern provinces led to loss of life, injuries, destruction of property and tense political atmosphere in the run up to the elections. Other incidents of violence were reported in Monze, Choma, Mazabuka districts in Southern Province, in Kasama and Shiwangandu District in Northern Province. This prompted the ECZ to issue a 10-day suspension of public rallies, meetings, processions and door-to-door campaigns by all political parties from 9 to 18 July." African Union Election Observation Mission to the 2016 General Elections in the Republic of Zambia, August 2016. https://au.int/sites/default/files/documents/36079-doc-report_of_the_african_union_election_observation_mission_to_11_august_2016_general_elections_in_the_republic_of_zambia.pdf

UNDP trained 360 political party members in Lusaka, Kabwe, Mongu and Livingstone in conflict prevention; UNDP also supported a review of policing election training materials and supported training for 18,600 police officers, among other activities. Final evaluation; Back to Office Report, 16 October 2017.

the 53.65 percent recorded in 2011. This was despite voter registration attainment of 89 percent of targeted voters. ⁵⁸ Voter registration for the upcoming 2021 elections was delayed due to the COVID-19 pandemic. ⁵⁹ In the new Democracy Strengthening project for the 2021 elections, UNDP put in place a plan to encourage voter turnout, reduce violence (Programming for Peace) and better engage media and civil society. The project began implementation in 2020. With low voter turnout recorded in both 2011 and 2016, and the threat of COVID-19, it is unlikely that voter turnout will significantly improve even with much heightened sensitization.

While UNDP has rich experience in elections globally, stakeholders felt that UNDP Zambia could have been more proactive in lending greater technical support. Neutrality was identified as a strength of UNDP, but at the same time a weakness was identified with UNDP's reluctance 'to criticize when things are not going right'. "UNDP's electoral expertise was often underutilized, and advice of UNDP staff and consultants was not sought by ECZ on many electoral matters. UNDP programme management unit staff were also sometimes not consulted on certain technical inputs, such as procurement and selection of experts – areas where UNDP ought to have been closely involved. Given UN expertise in such issues, UNDP Zambia might consider greater involvement in designing trainings and providing other technical advisory services, as opposed to pure logistical and financial support."60

UNDP support to civil society to increase women's political participation did not yield the desired results. UNDP fell short of presenting a more holistic approach, more strategic partnerships and adequate resources to significantly address the issue of low women's participation in Zambia. Women remain underrepresented in constituency and ward elections. In the 2016

elections, only 26 women, representing 17 percent, were elected as Members of Parliament.⁶² Although the constitution provides that the electoral system should ensure gender equity in the National Assembly and local councils, there are no specific measures to achieve this aspect prescribed in any legislation. The low participation of women is partly due to processes followed by political parties that do not favour women, as well as power structure and cultural impediments. However, it is also due to the lack of adequate incentives and legal frameworks to ensure women have the required resources and capabilities for effective political participation and representation.

UNDP has not made any significant investment in anti-corruption, which continues to be an area of concern for Zambian citizens, inhibiting national investments to benefit citizens, and the trust of international donors to lend development support. In the 2016 results-oriented annual report, the country office reported the deferral of anti-corruption activities due to the dissolution of the National Assembly for the elections. In 2019, UNDP Zambia supported a series of consultations on anti-corruption, culminating in a forum that brought together representatives from law enforcement, audit/investigative bodies, civil society and bilateral donors. However, no concrete initiatives emerged from this effort. Zambia ranks 118th out of 180 countries on the corruption perception index.

Operational inefficiencies were critical impediments that challenged UNDP's timely and effective delivery of results. Most of the projects suffered from inconsistent and unpredictable disbursement of funds that resulted in slow implementation or stalling of projects. This not only affected implementation fidelity, but also prolonged the realization of programme effectiveness. The human rights support project was designed with a \$3.85 million budget, however the country programme only raised \$250,000, of which

⁵⁸ European Union (2016) Electoral Observation Mission, Final Report. https://eeas.europa.eu/sites/eeas/files/final_report_eu_eom_zambia_0.pdf

⁵⁹ Electoral Commission of Zambia, Commission Reschedules Elections Calendar, 12 May 2020. https://www.elections.org.zm/2020/05/12/commission-reschedules-elections-calendar/

⁶⁰ Terminal evaluation of Support to the Electoral Cycle 2015-2017.

Weise G. and Shawa E. (2018) Consolidation of the Electoral Process in Zambia: Support to the electoral cycle 2015-2017 Final Project Evaluation Report.

⁶² European Union (2016) Electoral Observation Mission, Final Report.

\$22,000 was funded by the Government of Canada and the remainder by UNDP funds. As a result, its implementation was significantly curtailed and delayed. The new project for 2021 election support, Strengthening Democracy in Zambia, was signed only in late 2019 and stakeholders in 2020 were still not clear about UNDP's activities to support elections in 2021. In the previous election project, project staff were not recruited and the annual workplan (four months later) was not signed until after the implementation period. The reasons for the delays were reportedly mainly two-fold: UNDP's bureaucratic inefficiencies, and delayed responses from the government, CSOs and cooperating partners to administrative requests.

Finding 7: Gender equality and SGBV – UNDP helped strengthen the legal framework for human rights and gender equity and helped provide a more comprehensive and systemic approach to SGBV response through fast-track courts and village-led one-stop centres, which can provide more timely and accessible services and legal redress to victims. A more holistic approach to tackle the causes of SGBV and gender inequality, as well as monitoring the impact of this work, is missing for more transformative sustainable results to prevent violence.

The programme worked upstream to improve the legal framework for gender equality and women's empowerment and to improve access to justice for victims of SGBV. However, the assumption that the efforts put in place would prevent and decrease the number of SGBV cases could not be substantiated by evidence of results. It is plausible that the number of notifications of cases of SGBV increased because of improved access to the fast-track courts and confidence in the justice system, however, prevention has yet to be more holistically addressed to see violence decline. In addition, the Promotion of Human Rights and Enhanced Access to Justice project was negatively affected by inadequate funding and delayed responses on the way forward to resuscitate it.

UNDP worked with other UN agencies to support the amendment of the Constitution and a review

of the Anti SGBV Act of 2011, and to facilitate discussion and consultants for the domestication of the CEDAW through the National Gender Policy and Gender Equity and Equality Act. The National Gender Policy was instrumental in mainstreaming gender in the 7NDP across all line ministries, a significant step towards a more responsive approach to addressing gender equality issues. UNDP's convening power was key in helping to mobilize institutions to develop, amend and reform these pieces of legislation. Consulted stakeholders recognized the affirmative policy measures for women's and girls' empowerment that were put in place. These included the Ministry of Land's policy to reserve 50 percent of available land for female applicants and the Ministry of Education's policy that allows girls who are pregnant to return to school. The following strategy documents for promoting gender equity and equality were developed with support from UNDP: Engendering the Public Service (2009); Count Her In – for increasing women's participation in politics (2014-2016); the National Strategy on Ending Child Marriage in Zambia (2016-2021) with its implementation plan; and the Climate Change Gender Action Plan (CCGAP 2018). Implementation levels vary and tend to be on the low side.

UNDP put in motion a strategy for responding to SGBV, but what was implemented fell short of a more holistic and integrated approach to reach transformation by addressing underlying and root causes to more effectively prevent SGBV. UNDP is building awareness of rights and services, and enhancing the capacity of the police, the legal system and the health system. It is also strengthening support for survivors. However, this is not sufficiently and effectively ensuring the implementation of measures to address educational and cultural exclusionary practices and patriarchal power-based socio-cultural barriers that perpetuate violence.

There is a greater focus on prevention in the second phase of the SGBV programme launched in 2020, including the development of SGBV action plans through engagement with traditional leaders, community dialogues and economic empowerment

⁶³ FY2016 National Implementation Modality Audit Action Plan for Support to the Electoral Cycle Project – updated 10 April 2017.

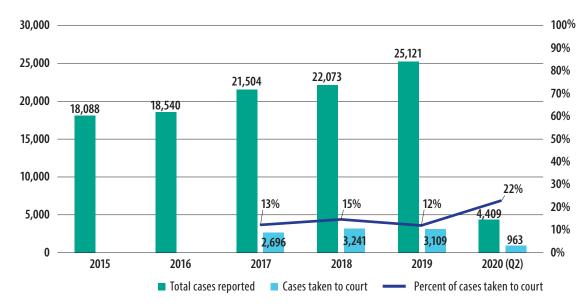
support. Village-led one-stop centres aim to serve as a community platform for outreach efforts and first-line response, before referral to other service providers. This may complement future efforts under the upcoming Spotlight initiative. However, monitoring strategies primarily focus on tracking prevention outputs (i.e. community dialogue attendance, number of traditional leaders engaged and case management data, with annual monitoring visits and 'case studies'). More comprehensive efforts are needed to provide timely information on what prevention methods are most effective for the Zambian context.

The most visible progress of UNDP's programme in gender was the establishment of SGBV fast-track courts and village-led one-stop centres. These increased access to the justice system and strengthened community action groups as referral systems for access to services for SGBV survivors. SGBV fast-track courts in provincial capitals (six established in Phase I; five planned for Phase II) and village-led one-stop centres (21 districts; six planned for Phase II)

provide multisectoral SGBV services. The processing of SGBV cases reduced from an average 24-36 months to an average three-six days in 2019, for disposal of SGBV cases. This was attributed to the construction of six fast-track courts to service over 100 districts. While there was an increase in reported SGBV cases, this may also speak to greater awareness and trust in reporting cases. The impact of community-level outreach and the quality of survivor services could not be verified due to limited data and the inability to visit project sites.

However, case withdrawal is high (reportedly only 13 percent of cases were addressed through courts from 2017 to 2019, a decrease from 32 percent baseline, see Figure 3). The reason for withdrawal was often family pressure, but reasons were not clearly documented. The programme trained 369 customary adjudicators (including 50 traditional leaders) on adjudicating SGBV cases in line with CEDAW provisions, in partnership with the National Legal Aid Clinic for Women.

FIGURE 3. Zambia GBV cases



Source: Zambia Police Victim Support Unit

^{64 &}lt;a href="https://www.un.org/en/spotlight-initiative/index.shtml">https://www.un.org/en/spotlight-initiative/index.shtml. Zambia has not yet launched a UN programme under Spotlight; there is a project with the Zambia National Women's Lobby to build capacities of vulnerable girls in schools to address SGBV and sexual and reproductive health rights issues.

²⁰¹⁹ Programme Review Meeting Report.

The one-stop centre model was piloted during the period 2015-2018 and provides a multisectoral, community-based mechanism of SGBV services at the community level, which would ordinarily not have access to these services. The one-stop centres are an alternative, cost-effective method of delivering SGBV services, as community-based structures are used. The one-stop centres provide counselling, paralegal and referral services but they do not provide health services. The village-based one-stop centres have been found to be effective in providing first-line services to survivors, including awareness creation, counselling, paralegal advice and referrals, and the centres are accessible in communities. The support and active engagement of traditional chiefs confers legitimacy and brightens prospects for sustainability. However, some of the centres and their related men's and community networks are resource constrained and therefore provide limited services due to communication and transport challenges.

There is limited attention to SGBV related to people living with disability, and violence against children and/or girls. The evaluation of the Joint UN Programme on SGBV notes that mainstreaming of women and children with disabilities is weak. SGBV related to people living with disability was later mainstreamed, with the targeting of this socially excluded group in the two urban centres of Lusaka and Kabwe and the translation of the Anti-SGBV Act into Braille, supported by UNDP. However, in connection with the 2030 Agenda for Sustainable Development and the Leave No One Behind principle, key populations such as LGBTQI people still require substantial support through policy reform and institutional review.⁶⁶

In partnership with GIZ, UNDP ensured the inclusion of a gender-based violence module in the Zambia Police training curriculum. The module builds the skills of officers in specific practices, such as response to protocols, investigating reports of SGBV, evidence collection, risk assessment, interviewing survivors, witnesses and alleged perpetrators, case management and prevention. UNDP support to the Zambia

Police Victim Support Unit included the development of the SGBV curriculum; training for 700 officers on database management, handling of evidence and witness preparation; and equipment, such as vehicles and computers. There is, however, significant room to improve the work of these police agencies. Suspects in many cases still have to wait for more than two years for their cases to be cause listed and heard in courts of law.⁶⁷

On a broader note, women and girls continue to be marginalized in the economic, political, cultural and social development processes, which indicated the need for a more multi-disciplinary, integrated approach to tackle gender issues in the country. The immediate causes of such problems include exclusionary laws, policies and practices, human rights abuses and limited protection. Underlying causes include legal, policy and institutional barriers, while patriarchal power-based socio-cultural barriers constitute root causes. UNDP cannot tackle such broad issues alone but there is space to more effectively exercise its role to integrate the whole of government and the whole of society and bring more partners with adequate resources to implement a more transformative strategy.

Finding 8: Human rights – UNDP helped the Human Rights Commission report to international and regional human rights mechanisms. These reports highlighted the need to address the limited progress in downstreaming effects on both the domestication of treaties and conventions and the improvement of the state of human rights among citizens.

UNDP's support to the Human Rights Commission⁶⁸ was instrumental in advocating for human rights through capacity building and the compilation of the State of Human Rights in Zambia Report. The State of Human Rights in Zambia Report shows that despite the established legal framework, more efforts are required. The structural strengthening through ratification and domestication of international and regional human rights treaties and protocols is at

⁶⁶ The current legal framework prohibits LGBTQI practices in Zambia.

⁶⁷ State of Human Rights Report (2019).

⁶⁸ Mandate is to ensure the Bill of Rights is protected and upheld.

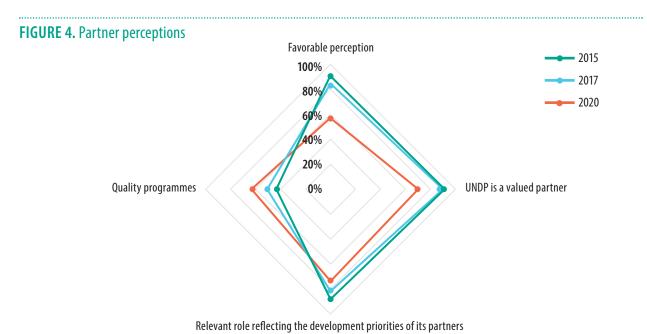
a standstill. A substantial portion of protocols not ratified or acceded relate to complaints mechanisms of core human rights treaties already ratified. The optional protocols accepted, but not yet ratified, include the International Covenant on Economic, Social and Cultural Rights and the Optional Protocol to the Convention on the Rights of the Child, on the sale of children, child prostitution and child pornography, among others.⁶⁹ These are integral to the proper functioning of the main treaties and are aimed at improving human rights by providing additional and international platforms for remedying violations of human rights.

The submission of periodic reports to most international and regional human rights mechanisms slightly improved, however with dwindling support to the Commission by UNDP these reports are likely to stall. This is because support to the Human Rights Commission in the last two to three years did not focus on sustainable transformational changes. The support was activity-based, and no long-term commitments were agreed on for the period of the CPD. The enactment of Access to Information legislation;

reforms of the Public Order Act and its implementation; legislation of the Anti-Torture Law; repeal and replacement of the Human Rights Commission Act; community sentencing, repeal and replacement of the Parole legislation and amendments to the Penal Code, including the expansion of the Bill of Rights, among many others, remain unrealized. These are key legislative documents required to drive the transformative change articulated in the CPD.

2.4 Cross-cutting issues and key factors affecting results

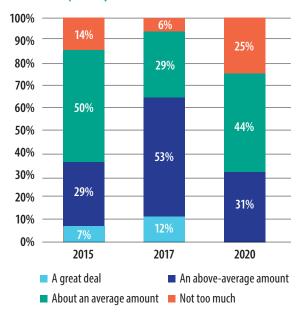
Finding 9: Office transitions – The country office was in a state of constant transition over the past cycle, as its leadership, resources and direction experienced substantial shifts. This led to gaps in institutional memory, stalled progress in developing new projects, and concerns over uneven workload and insufficient performance-based management. This affected UNDP's ability to more significantly position key issues and deliver on results, particularly in the area of transparency, inclusive growth, economic diversification and poverty reduction.



Source: UNDP Partner Survey: Zambia: 2015, 2017 and 2020

⁶⁹ Human Rights Commission, The State of Human Rights in Zambia (2017-2018).

FIGURE 5. Partner perceptions of UNDP's contribution to poverty eradication



Source: UNDP Partner Survey: Zambia: 2015, 2017 and 2020

The 2020 partnership survey showed a declining favourable perception of UNDP in Zambia. Fewer stakeholders found UNDP to be a valued partner, or that it had a relevant role reflecting the development priorities of partners. Yet, the quality of programmes showed a positive trend.

Only 31 percent of partners believed UNDP was contributing an 'above-average' amount to poverty eradication, a key development area for the country, with none selecting 'a great deal' and 25 percent selecting 'not too much', a declining trend since 2015.⁷⁰ As mentioned in previous findings, UNDP's programme on inclusive growth is very limited in its results and efforts towards poverty eradication.

The governance programme had a delayed restart of another election support project in 2020 and its core governance presence diminished as the 2011-2015 projects were completed; the only new governance projects initiated during this cycle were the second phase of the SGBV programme, a small human

rights project, a project initiation plan on national development planning, and a human rights project (2019-2021). The human rights work was limited in scope, ambition and results, and primarily supported international reporting capacity, without further institutional capacity building. UNDP did not make any significant investment in anti-corruption, which continues to be an area of concern for Zambian citizens, inhibiting national investment and the trust of international donors to lend development support.

In contrast, the Environment and Energy portfolio expanded according to its CPD vision, with vertical funds being the mainstay of the portfolio. UNDP implemented a large GCF-funded project on agricultural climate resilience and GEF-funded projects on protected areas, climate-resilient forest regeneration, and healthcare waste management.

The significant senior management turnover from 2016 to 2018, in large part due to strained relationships at the leadership level, was considered by staff and stakeholders as a key factor that affected morale and the slow portfolio expansion. There were two Regional Bureau for Africa missions and support from a human resources expert sent by headquarters to try to address management issues, but regional attention was found insufficient and ineffective to address the issues in a timely way.

During this programme period, the country office was led by four different resident representatives (one country director acting as resident representative), two country directors (a role that was phased out with de-linking), and two deputy resident representatives. The latest changes happened in 2019 and were related to the de-linking process. At the portfolio level, only the Environment and Energy portfolio had continuous leadership. The Governance and Gender and Inclusive Growth portfolios both changed, with some staff in interim leadership roles. This was due to natural attrition through advancement and retirement, which to some extent could have been planned better. The short duration of contracts of international staff

²⁰²⁰ Partner Survey. Sixteen responses overall, six from government. Zambia falls behind the average for Africa (14 percent'a great deal' and 30 percent 'above average'); and UNDP overall (12 percent a great deal' and 29 percent 'above average'); 25 percent of Zambia respondents said 'not too much' compared to 10 percent of Africa respondents and 13 percent globally.

who joined for project support also contributed to vacancies and turnover.

The global staff surveys, despite some improvement, highlight a trend in issues with workload balance and continuity amid turnover, communication and management; these concerns were echoed in the 2019 staff retreat report.⁷¹ Less than half of staff agreed that onboarding was done effectively (48 percent in 2018, 31 percent in 2016); and only one third agreed that workload was distributed fairly (33 percent in 2018, 28 percent favourable).

Despite challenges, recent feedback from some staff consulted for this evaluation (not the entire office) showed that the situation had improved in the past few months. Some of the staff interviewed believed the new leadership and the de-linking of the resident coordinator role presented an opportunity to reset office culture, with better communication and collaboration among teams. The new leadership led portfolio repositioning exercises, including a 2020 plan mapping UNDP's service offer, proposed activities, and partnerships in alignment with the UNDP strategic plan, CPD, the National Development Plan and other relevant frameworks (e.g. the Regional Bureau for Africa strategic offer).

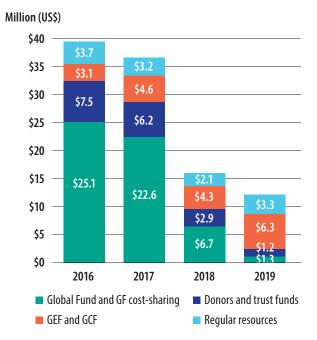
While UNDP embraced on paper (CPD) an integrated approach to development in principle, there were missed opportunities in practice, and clear silos both within and across portfolios. These were acknowledged by leadership and staff. Only 57 percent of staff in 2018 global staff surveys agreed there was cross-team and cross-functional cooperation. Policy work is often led by the Strategic Policy Unit, yet other staff members in the country office did not know about their specific policy contributions. The links between upstream policy work and downstream community interventions missed opportunities for closer partnership. For example, UNDP focused on legal policy protections but did not do, or partner

for, capacity building for health practitioners on key populations' rights and best practices in care. While the SGBV programme worked with courts, police and community groups, it did not bring a focus on key populations who are also at heightened risk of SGBV. Collaboration and capacity building with CSOs was limited to specific projects, even when there was interest and potential for meaningful engagement.

Finding 10: Financial management and efficiency – UNDP is recognized in Zambia for its transparent financial management and systems, and its connection and facilitation of international development financing. However, resource mobilization has been declining, which adversely affected its cost-efficiency ratio,⁷² above the regional average.

During the current cycle, the portfolio steadily declined from \$39 million in 2016 to \$12 million in

FIGURE 6. Programme expenditure by source



Source: Atlas/PowerBI data extracted September 2020

²⁰¹⁶ and 2018 global staff surveys; 2019 staff retreat report. My management team makes decisions transparently: 35 percent in 2018 (n/a in 2016). My management team provides effective direction and leadership: 66 percent in 2018, 42 percent in 2016. My management team listens to my ideas, suggestions and concerns: 62 percent in 2018, 43 percent in 2016. Senior leadership actively champions a culture of innovation, collaboration and high-performance: My resident representative: 61 percent in 2018, 45 percent in 2016. In my office, appropriate action is taken when there is a performance issue: 41 percent in 2018, 38 percent in 2016.

⁷² As measured by corporate UNDP: percentage of total expenditure related to management activities.

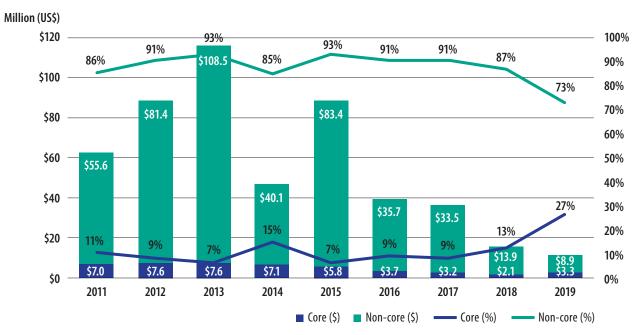
2019. During the previous cycle, the programme expenditure ranged from \$41 to \$109 million, due to high-budget Global Fund projects. While it may not be possible or strategic to return to the previous level of funding, UNDP has not yet been able to achieve its funding goals to address its desired governance and livelihoods work, with the exception of the GCF partnership.

In 2016-2019, core funding programme expenditure amounted to 12 percent of all expenditure (\$13.4 million) compared to 9 percent (\$35 million) in 2011-2015. Bilateral donor support was primarily limited to elections and joint UN projects (\$GBV and human security) until 2019. Core resources declined, from \$5.8 million—\$7.6 million annual expenditure in the previous cycle to \$2.1 million—\$3.7 million in 2016-2019, however this shift was largely due to the significant decline in other resources from the Global Fund. From 2016-2019, non-core resources substantially reduced, from \$35.7 million—\$33.5 million to \$13.9 million—\$8.9 million. Non-core annual expenditure ranged from \$40 million to \$83 million in the previous cycle.

The CPD was revised for a cap of \$120 million for 2016-2020, \$103.477 million from non-TRAC resources. Programme budget totalled \$111.4 million and expenditures totalled \$104.2 million.⁷³ While programme expenditure remained relatively high in 2016 and 2017 with remaining Global Fund and supply chain projects (total of \$39.4 and \$36.6 million, respectively), the portfolio sharply decreased to \$15.9 and \$12.2 million, respectively.

Notwithstanding, national governing and technical institutions partnered successfully with UNDP, helping to mobilize funds and contributing their own financial and human resources to the interventions. National counterparts recognize that the resources mobilized by UNDP help to further catalyse resources. UNDP was able to leverage its connection to vertical funds such as the Global Fund, GEF and GCF, but development financing remains a major constraint for Zambia's ambitions. This is due to the middle-income trap and credibility issues linked to corruption and national debt. As indicated in interviews and in the partnership surveys, most partners believed UNDP could best

FIGURE 7. UNDP Zambia programme expenditure — core and non-core resources



Source: Atlas/PowerBI data extracted September 2020

⁷³ UNDP Power BI/Atlas.

contribute to the achievement of the Sustainable Development Goals (SDGs) "to facilitate greater access to public and private financing for SDGs" (81 percent of respondents). UNDP may be able to serve as a trusted intermediary to manage donor funding, however this has not yet progressed enough. UNDP was not shown to have built the required relationships and found strategic areas of investment with international financial institutions yet. It is also not clear if, locally, the office has the substantial capacity to manage concessional loans or other forms of development funding. Undertaking these new forms of development funding would require learning from other country offices with existing international financial institution partnerships.

Finding 11: Gender – Overall, the country programme made increasing efforts to mainstream gender across the programme. Most projects included parity targets in terms of participation, and proposals were reviewed for gender considerations. However, beyond the SGBV work, there was limited evidence of sustained and adapted gender mainstreaming during the course of programming, or a focus on more responsive and transformative approaches. This was challenged by limited staff capacity.

The country programme has a gender strategy for 2018-2021. The programme partially implemented its strategy, applying "UNDP's dual approach to gender mainstreaming: supporting the empowerment of women and girls through targeted gender-specific interventions and addressing gender concerns in developing, planning, implementing and evaluating all policies and programmes". However, its progress varied in its priority areas:

 Limited progress in removing structural barriers to women's economic empowerment including women's disproportionate burden of unpaid care work

- Good progress in responding to but not in preventing SGBV
- Limited progress in promoting women's participation and leadership in all forms of decision-making.

While there are good practices of gender mainstreaming in some projects, there is a lack of cross-pollination of lessons learned and partnerships beyond the work with SGBV. UNDP progressed particularly well with a responsive approach to SGBV, and this work provides a foundation to develop a more comprehensive strategy to address the drivers of SGBV and provide a holistic and integrated response. It can also target gaps in prevention and implementation of policies that address other barriers to gender equality and women's empowerment.

The country office is 40 percent female and 60 percent male, and there is no gender advisor on staff. A programme analyst in the governance unit provides gender mainstreaming support across portfolios, complemented by a programme officer in the Ministry of Environment, but this support, according to interviews, has proven insufficient. Across all categories (except for alignment, where they were equivalent), women's responses were more negative than men's in the 2016 and 2018 general staff surveys, indicating differential challenges, particularly regarding leadership (55 percent for women compared to 78 percent for men in 2018) and performance management (48 percent for women compared to 74 percent for men).

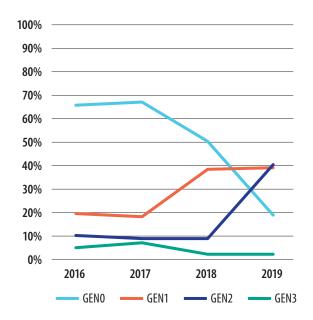
Gender marker expenditure showed an intent to move from GEN0 to more GEN1 and GEN2, in an effort to further mainstream. However, for 2016-2019, 58 percent of the programme was still GEN0 and this largely reflects the expenditure of health programming rated GEN0. As of 2019, the ratio had shifted to 19 percent GEN0; 39 percent GEN1; 40 percent GEN2; and 2 percent GEN3.⁷⁶ GEN3 projects were

⁷⁴ 2020 Partner Survey. Respondents could choose three to five selections among eight choices. Thirteen out of 16 respondents selected this option, the most popular. Another question, "Leveraging financing for development" was among the most popular responses for what value UNDP brought to their organization (15 options, respondents could choose three to five selections; the most popular was programme and project implementation (56 percent), followed by leveraging finance for development, global networks, thought leadership on the global agenda, and operational services (tied at 31 percent).

UNDP Zambia 2018-2021 Gender Strategy.

⁷⁶ Atlas/PowerBI data downloaded 24 August 2020.

FIGURE 8. Programme expenditure by gender marker



Source: Atlas/PowerBI data extracted September 2020

only the SGBV Joint UN Programme (Phases 1 and 2), Promotion of Women's and Children's Rights, and a 2011-2015 women's empowerment and skills programme which had some expenditure in 2016.

Under the Governance portfolio, UNDP had a sustained focus around SGBV, which is discussed in detail in Finding 6. In interviews, stakeholders appreciated UNDP's policy contributions and sharing of 'what works' in other countries. Government officials noted that UNDP was quite instrumental in ensuring that they actually contributed to policy reforms. UNDP provided a lot of guidance on the legal policy framework. Insufficient progress was made in terms of updating the penal code to correspond with the act, and there is interest in further learning from international best practice in domesticating and enforcing international laws. UNDP staff and government stakeholders acknowledged that while government ministries were committed in theory to gender mainstreaming across ministries, it did not always receive sustained resources and attention, as other priorities emerged.

Under the Inclusive Growth and Social Development portfolio, UNDP mostly worked to increase the health system's outreach and awareness, targeted and responsive to key affected populations, including young sex workers, men who have sex with men, people who use drugs and LGBTQI people.77 The project produced several policy documents, including a legal environment assessment for HIV, TB, and sexual and reproductive health and rights, in 2019, and a policy brief on removing legal and policy barriers for young key populations in HIV response, in 2020. However, there was no coordinated follow-up to advocate and implement the policy recommendations. UNDP partnered with TransBantu on a Zambia civil society engagement scan in health policy and law, and the development of guidelines for the holistic management of transgender and intersex people, by MoH in Zambia. UNDP's coordination helped grassroots organizations gain access to government and make contacts.

Collaborations were limited to Linking Policy to Programming. Partners had little awareness of UNDP's work supporting district health offices and health supply infrastructure, or work in other areas such as SGBV. As such, UNDP focused on legal policy protections but did not engage in capacity building for health practitioners on key populations' rights and best practices in care. UNDP's work with district health offices was narrowly focused on grants administration training, through the Gavi grant. While the SGBV programme worked with courts, police and community groups, it did not bring a focus on key populations, who are also at heightened risk of SGBV. There was a missed opportunity to leverage UNDP's presence at the district level and its technical expertise to drive greater awareness of and attention to vulnerable key populations. While there may have been limited scope within the Gavi grant, UNDP could have been more proactive in approaching MoH and partners to potentially expand activities through existing or new funding opportunities.

Under the Environmentally Sustainable Economic Development portfolio, the approach to gender mainstreaming remained mostly targeted on ensuring

⁷⁷ Through the regional Linking Policy to Programming project, implemented in five southern African countries.

parity and participation. Only in some cases was it gender responsive to the needs of men and women, addressing equitable distribution of benefits, resources, status and rights. It was still limited in addressing contributing to changes in norms, cultural values, power structures and the roots of inequalities and discrimination. The Development Minerals programme emphasized the inclusion of women, and 43 percent of training participants are women. UNDP built the capacity of the Zambian Association of Women in Mining, and members received \$150,000 in increased income. UNDP supported training for women in cobblestone paving in 2018, however "the majority did not obtain contracts or jobs". The project sought to engage the Roads Development Agency and other stakeholders to create links, but challenges remain.

Finding 12: Leave No One Behind – UNDP has not yet consistently mainstreamed the Leave No One Behind principle⁷⁸ as a central and transformative promise of the 2030 Agenda for Sustainable Development. Given the lack of data collection and disaggregation, it was challenging to ensure that discrimination and

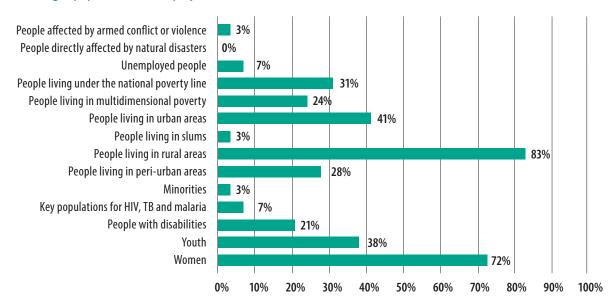
other root causes of inequalities were identified and addressed.

UNDP advocated for other marginalized communities, as indicated in the Leave No One Behind marker tracked by UNDP.

UNDP has not yet fully integrated into the programme a more consistent mainstreaming of the principle with the five factors proposed as key to understanding who is being left behind and why: discrimination; place of residence; socio-economic status; governance; and vulnerability to shocks. UNDP has not yet consistently applied the factors to examine the disadvantages people face in and across the five factors to empower those who are being left behind, or who are at risk of being left behind, and to enact inclusive, far-sighted and progressive SDG policies.

UNDP was challenged, as identifying inequalities and discrimination requires the generation of evidence, data collection and disaggregation, which go beyond gender, geography and age to include all grounds of discrimination prohibited under international law, ensuring that all forms of discrimination

FIGURE 9. Target populations (% of projects)



Source: Atlas/PowerBI data extracted October 2020

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⁷⁸ https://unsdg.un.org/2030-agenda/universal-values/leave-no-one-behind

and other root causes of inequalities are identified and addressed. This level of information is not easily and timely accessible in Zambia and the lack of data led to insufficient progress, despite the efforts of many partners.

Finding 13: Partnerships with civil society – While UNDP is engaging with CSOs, it has lacked more long-term and integrated civil society engagement to develop the full potential of partnerships in support of leaving no one behind and ensuring more effective integrated approaches and investment. Partnerships are often limited in scope, and in some cases, opportunities were missed to highlight marginalized communities' perspectives across different areas.

The CPD includes an output on civil society engagement under its governance outcome.⁷⁹ UNDP partnered with several CSOs in key areas: working with marginalized groups to strengthen the inclusion of key populations in HIV/AIDS work, building the capacity of women's cooperatives in the minerals industry, and enabling consultations with civil society on justice and election initiatives. Civil society partners were key in supporting the development of policies and protocols to ensure best practices for women, youth and marginalized groups in public services (transgender protocol for health; minimum standards for village-led one-stop centres). These partnerships played an important role in terms of facilitating engagement between government and civil society and bringing a 'Leave No One Behind' perspective into the delivery of public services and formulation of policy.

However, UNDP did not pursue a more cohesive strategy for civil society engagement across its work with a focus on ensuring its limited resources could be complemented and leveraged by additional partnerships. Partners had limited awareness of UNDP's portfolio beyond their own activities. Engagements were primarily project-based, with limited scope, and there is no civil society engagement strategy that spans projects and UNDP programmes. As such, there

were missed opportunities to engage civil society partners across programmes. UNDP worked with disability organizations on elections and road safety, LGBTQI groups in health policy, and justice groups on legislation. However, there was untapped potential to engage disability and LGBTQI partners in UNDP's SGBV and district-level health work. This could have ensured that investments would be capitalized upon, scaled up and sustained, while stakeholder mapping would help strengthen partnership strategies.

Many collaborations were limited to project outputs, such as research materials or electoral voter education, and could not effectively contribute to results that required more long-term engagement. In some cases, UNDP supported civil society work on policy research and consultation, however partners noted insufficient coordinated advocacy to sustain the engagement of civil society and academia with government, and to implement policy recommendations. There is space for UNDP's efforts to be expanded to not just include CSOs but all relevant partners, to realize policy recommendations in a more holistic and integrated way.

Nevertheless, stakeholders agreed that UNDP had been instrumental in facilitating dialogue and connections between government and civil society. A civil society partner engaged in health noted that: "By virtue of UNDP working with [government], it becomes easier for them to work with us. For first engagements, people are more receptive when there is introduction from UNDP [than direct contact from civil society]." Another partner on governance work commented: "The engagement with UNDP provided an enabling environment in Zambia and for [our institution] to explore new areas of the law that needed further development and also to just enact or to actively come up with new bills and also to review other pieces of legislation." Under the election project, UNDP helped facilitate stakeholder dialogues with the Christian Churches Monitoring Group and helped establish a Domestic Election Monitoring and Observation Charter in 2018. This includes provisions for the scope

Output 3.3. CSOs have developed frameworks, strategic plans and platforms for effective engagement with government on national development, and parallel reporting on regional and international conventions. Indicator: Number of functional civil society engagement platforms and mechanisms in place to engage national institutions and communities on critical development issues.

of work for participating CSOs, guiding principles for election observation, and coordination structures.⁸⁰

UNDP worked to expand voter education by partnering with disability organizations to develop materials for those with vision and hearing disabilities and translating them into local languages. They produced a braille ballot jacket for voting. However, this engagement was primarily limited to election day itself: "The support for outreach to persons with disabilities was highly centred on the impending election in 2016 and has had little long-term focus. Current project initiatives had little emphasis on building capacity and working towards long-term improvements in accessibility and inclusion of persons with disabilities in political and electoral life."⁸¹ There was also little support to capacity development and institutional growth of disability CSO partners.

An important partnership of UNDP was with TransBantu on a Zambia civil society engagement scan in health policy and law, and the development of guidelines for the holistic management of transgender and intersex people, by MoH. UNDP's coordination was helpful for grassroots organizations to gain access to government and make contacts. However, as previously noted there was no coordinated follow-up to advocate and implement the policy recommendations. Further, these collaborations were limited to the Linking Policy to Programming project. Partners had limited awareness of UNDP's work supporting district health offices and health supply infrastructure, or work in other areas such as SGBV.

Civil society partners had little awareness of UNDP's portfolio beyond their immediate project contributions, even where they may have had strategic interest or work in the same thematic area. For example, key population groups only collaborated around health access policy issues. They were not active participants or contributors to UNDP's capacity building of district medical offices, which narrowly focuses on financial management. While there is a need for national policy change, there are also barriers to access at the local level. For example, relationships

with disability groups were mostly limited to election work and the roads project. Both groups can contribute to other areas of UNDP work – increasing inclusion and deepening outreach to 'leave no one behind' in GBV prevention or human rights reporting. There was a missed opportunity to leverage UNDP's presence at the district level and its technical expertise to drive greater awareness of and attention to vulnerable key populations, by approaching existing or new donors. A 2020 repositioning document notes plans to support the development of a joint programme to strengthen a civil society platform on human rights.

Civil society partners note that they only interacted with their designated point of contact at UNDP, so they did not know how to inquire about and engage in UNDP's other work. Partners did not feel empowered to escalate issues if needed. In some cases, momentum stalled when staff contacts were focusing on other immediate priorities, or when there was staff turnover. Lack of communication and silos within and between portfolios prevented a natural diffusion of ideas, stifling the impact of 'Leave No One Behind'.

Finding 14: Response to COVID-19 – The crisis generated by the COVID-19 pandemic disrupted the current programme but also offered opportunities for further UNDP contributions that the country office is trying to leverage. Although it is too early to assess results, UNDP is working with other UN agencies, the government, civil society and academia, and is leveraging its Accelerator Lab to promote rapid assessments and surveys, generate data and help the country respond to socio-economic impacts.

UNDP committed \$250,000 of its core resources to kick-start an adapted and effective package of interventions in a bid to enhance COVID-19 preparedness and response for vulnerable groups. These include people living with HIV/AIDS, differently abled people, youth, women and victims of GBV. UNDP, together with the government, civil society, the private sector and all development partners, is part of the wider UN response to COVID-19 in support of the Government of Zambia's Multisectoral COVID-19 Contingency and

⁸⁰ CPD Progress Tracker (Zambia country office internal document).

Support to the Zambia Electoral Cycle 2015-2017 terminal evaluation.

Response Plan. "The UNDP programmatic and policy offer to support preparedness and response to COVID-19 builds upon its past experience with the Ebola and Zika epidemics as well as pandemics including HIV, TB and malaria, and a long history of working together with countries and communities – with the public and private sector – to prepare for, mitigate, and tackle complexity and crisis with the necessary urgency."82

UNDP's first swift response to COVID-19 was to equip the government with improved connectivity for communication via ZOOM and make itself further available to support with preparedness and response. This opened space for discussions around opportunities to further digitally and technologically support governance in the country, something UNDP had already started investing in when digitizing geological records for the extractive sector.

Capitalizing on its long-standing partnership with the Zambia Police Service and the Human Rights Commission, UNDP tapped into its global network of expertise to draw technical support from the UN Police and the Office of the United Nations Commissioner for Human Rights to launch guidelines to equip police officers and to safeguard vulnerable people. The Zambia Police Service standard operating procedures for COVID-19, launched in June 2020, aim to safeguard human rights, particularly of vulnerable citizens, and provide guiding principles to security and law enforcement officers in responding to the pandemic. The standard operating procedures were tailored to align with modern policing strategies, recognizing the need for all Zambia Police Service officers to uphold human rights and respect gender in the course of their duty, during this period and beyond.83

UNDP supported rapid assessments and surveys for preparedness and response to COVID-19. In partnership with the Zambian Government, UNDP helped the Ministry of Commerce, Trade and Industry launch a rapid COVID-19 business survey to provide data about the socio-economic situation of micro, small, medium and large enterprises affected by the COVID-19 crisis

in Zambia. This supported discussions and decisions on a roadmap to respond to the crisis. UNDP also engaged with the research organization, Innovations for Poverty Action, to launch a survey in partnership with the Ministry of General Education and MoH. This was to inform the government's policy response. The survey provided the Ministry of General Education with information about who was accessing distance learning; whether parents and caregivers could support students in their learning; and which media, content and timing were optimal for distance learning efforts in Zambia. The survey also provided MoH with information on the size of vulnerable populations to inform government responses during the COVID-19 crisis, which will be useful in developing a strategy to build forward better.

UNDP, in partnership with UN Volunteers, the National Youth Development Council and the government implemented a mass community outreach campaign for door-to-door sensitization to strengthen community COVID-19 preparedness and response. Through the Ministry of Youth, Sport and Child Development and its network, the initiative mobilized around 2,500 community youth volunteers across the country, beginning with 500 volunteers already selected from some of the most affected communities in Lusaka. These volunteers were trained and deployed. They worked with other ongoing sensitization efforts supported by the Zambian Government, the UN, development partners and other key stakeholders to control the spread of the virus. The volunteers were expected to reach out to as many as 2 million people from more than 244,000 households, but this data could not be validated by the evaluation.

The UNDP Zambia Accelerator Lab partnered with the University of Zambia, MoH, the World Health Organization and the Zambia Bureau of Standards to test the efficacy of homemade cloth masks. The results contributed to the development of standards on the manufacturing of face masks in Zambia. The production of masks from the material recommended in the study received a donation of \$50,000 from

⁸² UNDP Zambia website.

https://www.zm.undp.org/content/zambia/en/home/presscentre/pressreleases/2020/Supportingthefightagainstcovid19zambiapolice servicelaunchesguidelines.html

Standard Chartered Bank. This was for the production and distribution of 40,000 masks to vulnerable small-scale businesses and traders, most of whom were women. Masks were produced by women tailors to cushion the negative socioeconomic impacts of COVID-19 on small-scale businesses.

This experience of trying to promote innovation in an emergency context helped identify some key corporate challenges which were shared with headquarters, such as the difficulty in purchasing equipment due to global supply chain disruptions as a result of lock-downs; slow procurement and slow processing of financial payments; and the lack of a framework for engaging with local start-ups to produce prototypes. COVID-19 was unprecedented, and UNDP's bureaucratic processes made work very challenging.

The box below is a summary of factors common to all areas of the work of UNDP in Zambia. Additional key factors contributing to and hindering success have been highlighted under each portfolio.

BOX 1. Overall key factors contributing to and hindering success



Factors contributing to success

- 1. Perceived UNDP neutrality and trust
- Multi-stakeholder engagement, including proactive engagement of traditional community leadership in rural areas
- 3. Strategic partnerships to deliver beyond UNDP capacity and resources
- 4. Attention to empowering marginalized and vulnerable populations such as women
- 5. Training and building of local capacity
- 6. Integrated design approach
- 7. Access to experts from around the globe for capacity strengthening and policy advice
- 8. Connection and facilitation of international development financing, especially vertical health and environment funds



Factors hindering results

- 1. Delayed release of funds
- 2. Occasional re-allocation of funds without proper prior consultation with partners
- 3. Civil society engagements have limited scope and depth
- 4. Leadership, resources and direction shifts
- Lack of methods in project design to measure/assess the effectiveness of the capacity building initiatives
- 6. Inadequate indicators to assess performance
- 7. Interest in more global knowledge-sharing from partners
- 8. Challenging development financing environment, need to expand beyond traditional UNDP partners

CHAPTER 3 CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

This chapter presents the evaluation's conclusions on UNDP's performance and contributions to development results in Zambia, recommendations, and the management response.

3.1 Conclusions

Conclusion 1: UNDP's country programme 2016-2021 is on track to deliver most expected project-level results and outputs. However, evidence of sustainable contributions to the expected development outcomes is limited. UNDP is strategically positioned in the country, but its responsiveness has been in decline.

Stakeholders highlighted UNDP's added value for its reputational capital, perceived neutrality and its recognized comparative advantages in promoting democratic governance, human rights and gender equality, health and environment. However, despite this strategic positioning, UNDP's responsiveness was found to be in decline, particularly in effectively and sustainably promoting poverty reduction and enhancing governance accountability and transparency. In recent months, especially in response to COVID, there has been an additional effort to invest in more innovative efforts. However, there is space for improvement and further engagement with other UN agencies and development partners to accelerate development solutions and financing for the SDGs, especially to address poverty eradication.

Conclusion 2: While UNDP is highly trusted and recognized for its support to democratic governance, particularly in elections, it fell short in its results to enhance transparency and accountability in government, a key issue that affected the credibility of the country to secure adequate development funding.

This is in part due to political, administrative and financial constraints. However, UNDP missed opportunities to leverage its perceived neutrality, global capacities and role to integrate the whole of government and whole of society for more holistic solutions. In response to COVID-19, UNDP proved well-positioned and able to help with digital and data support, including supporting social-economic impact assessments and advising on standard operating procedures. UNDP has yet to better capitalize

on its global capacity and innovation networks to explore more innovative and transformative solutions for democratic governance, including digital, to tackle anti-corruption issues and help improve transparency and accountability in the country. Unless issues of transparency and accountability in government are addressed, it will be difficult to ensure the necessary funding and support from donors to ensure UNDP's strategic positioning in all areas.

Conclusion 3: UNDP made good progress in successfully integrating efforts of climate change and resilience with natural resource management and the promotion of livelihoods for income earning opportunities. However, it is not evident that efforts significantly influenced the expected outcomes of economic growth and environmentally sustainable economic development to reduce poverty and inequalities and lower carbon emissions.

Without a more comprehensive theory of change and partnership strategy to fund and scale up such initiatives, the sustainability and impact of such investments are questionable. UNDP contributions were too small in scale to significantly and sustainably contribute to poverty reduction and lower carbon emissions. In regard to upstream policy work, there was limited progress in implementing legislation, and many remain stalled in the drafting stages. The limited progress in reviewing national policies, strategies and legislation for the development minerals sector affected the potential of additional integrated livelihood initiatives, investments and partnerships in the area. The limited progress towards solutions to increase energy efficiency and access was also affected by insufficient in-house capacity and the lack of an adequate financing strategy. This prevented the organization from being strategically positioned to expand partnerships and mobilize adequate resources in a timely way.

Conclusion 4: UNDP made relevant advances in mainstreaming gender equality and women's empowerment in the programme. However, gender

mainstreaming mostly focused on gender parity and the inclusion of female participants. Only its SGBV support used more responsive approaches with adequate attention to improving the legal framework for women's rights and opportunities in Zambia. UNDP still lacks a holistic approach that integrates the entire programme in a gender transformative way and in greater alignment with the Leave No One Behind principle of the 2030 Agenda for Sustainable Development.

Based on IEO's Gender Results Effectiveness Scale, the programme was assessed as mostly gender targeted and focused on inclusion and participation. Select initiatives, like the work with SGBV, used a more gender-responsive but not yet transformational approach, as it lacks a more holistic and integrated approach to address structural and root causes, and barriers, to not only respond to but prevent persistent GBV. The programme lacks a concerted focus on promoting behavioural change among groups that discriminate against others. UNDP's effectiveness in promoting gender equality is constrained by the limited human resources and institutional capacities of key responsible institutions.

Conclusion 5: UNDP helped improve Zambia's health supply chain management and access to HIV and other health-related basic services. However, there was limited progress on sustainably strengthening national capacities and removing barriers hindering access of targeted key populations to HIV and AIDS services.

UNDP's work with district health offices was narrowly focused on grants administration training, with limited effectiveness. UNDP missed opportunities to leverage its presence at the district level and work in other areas, and with other partners, to drive greater awareness of and focus attention on vulnerable key populations, especially LGBTQI people, and to address access to HIV and AIDS services in a more integrated way. For example, UNDP's work on legal policy protections could have been mainstreamed or integrated with its work on capacity building for health practitioners on key populations' rights and best practices in care. While the SGBV programme worked with courts, police and community groups, it did not bring a strong focus to key populations who are also at heightened risk of SGBV. HIV partners had little awareness of UNDP's work supporting SGBV or areas closely associated that could be addressed in a more integrated way.

3.2 Recommendations and management response

RECOMMENDATION 1. (•••)



Capitalizing on its unique positioning and long-term partnerships in Zambia, UNDP should position the next country programme to provide more innovative and accelerated development solutions. This would help Zambia recover from the impacts of COVID-19 and build forward better. It would advance inclusive economic diversification for poverty reduction, and good governance for enhanced transparency and accountability.

UNDP needs to highlight its focus on the 2030 Agenda for Sustainable Development and the Leave No One Behind principle, but in a more integrated way with other UN agencies and development partners. To this end, UNDP should consider ways for the country office team to expand its efforts to operate in a less programmatic siloed way, and in a more integrated way. This would improve complementarities and synergies that could promote more timely collaborations and investments. To ensure UNDP's efforts contribute to the achievement of development outcomes, it will be key to develop coherent theories of change for each outcome. These will need to have more realistic outputs that properly map and aim to leverage and integrate the contributions of other strategic partners with cross-cutting issues, such as the principle of Leave No One Behind. They will also need differentiated approaches to work with vulnerable groups, such as youth, women and people with disabilities. It will be key to identify more adequate performance indicators that can more rigorously measure the contributions under UNDP's control to promote change.

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Management response: ACCEPTED



While the new CPD will be submitted to the Board in 2022, the office will capitalize on its standing as partner of choice within the UN country team and vis-à-vis the government and cooperating partners to develop a strategic programmatic framework that will unleash innovative programming which will support COVID-19 recovery in the areas of poverty reduction and governance.

Key action(s)		Time frame	Dogwoodible unit(s)	Tracking*	
		Time trame	Responsible unit(s)	Status	Comments
	1.1 Develop a project to mobilize high-level expertise to support the development of the next programme cycle using innovative programmatic approaches	June 2021	Deputy resident representative	In progress	PIP draft is finalized
	1.2 Develop at least two background papers or projects that will support the next CPD in the areas of inclusive economic diversification for poverty reduction and good governance	December 2021	Inclusive Growth and SDGs Governance and Gender	Planning	

RECOMMENDATION 2.



UNDP should build on its integrative efforts to support sustainable economic development through improved community governance and management of natural resources, linking this to livelihood promotion, with a more comprehensive theory of change and a partnership strategy to fund and scale successful initiatives for more significant and sustainable COVID-19 recovery, poverty reduction and inclusive economic diversification in Zambia.

It will be important to develop a programme that combines a focus on innovation for inclusive sustainable growth, integrating more systemic and holistic approaches to tackle challenges related to climate change, and the socio-economic impacts of COVID-19, for enhanced resilience against future crises. This should include the completion of the comprehensive review and assessment of the development minerals sector national policies, strategies and legislation to expand attention to the opportunities created by mining extractives and public private partnerships.

Management response: ACCEPTED



UNDP leadership will play a critical role within the UN country team to ensure that issues related to sustainable economic development, and that improve community governance that leverage diversified partnerships to support inclusive economic diversification and COVID-19 economic recovery, are incorporated in the development of the upcoming UN Sustainable Development Cooperation Framework (UNSDCF).

W ()	Time frame	D 11 1/2	Tracking*	
Key action(s)		Responsible unit(s)	Status	Comments
2.1 Recruit an expert to support the development of a UN joint programme, implemented in the new CPD and UNSDCF, that will be anchored around a diverse partnership, with a clear theory of change to address improving community governance, while both optimizing the management of natural resources and improving the livelihoods of communities	June 2021	Inclusive Growth and SDGs Gender Environment and Energy	In progress	Terms of reference of the consultant are finalized and recruitment is well underway
2.2 UNDP Zambia will advocate for the formulation of a theory of change in the new UNSDCF to address issues related to improved community governance, management of natural resources and improved livelihoods of communities, as steps towards COVID-19 recovery	December 2021	PCOM (Monitoring and Evaluation)	Planning	

RECOMMENDATION 3.



To enhance transparency and accountability and build the confidence of the donor community to invest in the country, UNDP should leverage the trust and global UNDP capacities – built through the success of initiatives linked to elections and COVID-19 – to promote transparent and innovative digital solutions for good governance and public services.

In line with recent efforts of UNDP and global trends, UNDP should support the government to operationalize e-governance, including identifying priority areas of public concern or inaccessibility, current and potential legal impediments, entry points and digitization opportunities. In this process, it will be imperative for UNDP and partners to discuss a public-oriented strategy, engaging with citizens to identify solutions and precautions. UNDP's Accelerator Labs' human-centred design approaches, with rapid prototyping and partnership frameworks, may add value to drive such processes, which should involve a participatory effort.

Management response: ACCEPTED

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It is agreed that communication on successful activities that will impact the donor community and development partners at the country level will reinforce UNDP's standing in Zambia in the area of digital solutions for good governance and improved public service delivery.

Vov. action(a)	Time from	Despensible unit(s)	Tracking*	
Key action(s)	Time frame	Responsible unit(s)	Status	Comments
3.1 Establish a Partnership, Advocacy and Communication Task Force to promote, market and position UNDP's work at the national level, at the same time providing strategic communications guidance and messaging to its senior management team to interact with the donor community	June 2021	Deputy resident representative	In progress	Communication specialist recruited to support this activity
3.2 Leveraging UNDP's comparative advantage at both global and country level, UNDP Zambia will develop new initiatives on digitization to improve service delivery and accountability	December 2021	Governance and Gender	Planning	\$100K is allocated from TRAC resources to fund this initiative

RECOMMENDATION 4.

UNDP should build on its gender-responsive approach to improve access to justice for victims of SGBV, to further integrate multi-dimensional strategies to address the structural and root causes of persistent GBV, human-rights violations and inequalities in a transformative way.

It will be important to better include different partners and thematic areas, including citizen security, as well as further efforts to address barriers to women's economic empowerment and political participation. UNDP Zambia should support the government to target policy implementation gaps and strengthen prevention, with a stronger results framework to track changes and adapt strategies as needed. Attention should also be paid to further ensuring the rights and opportunities of the LGBTQI community. It will be necessary to further strengthen the capacities of CSOs for their role in civil monitoring of public policy implementation in these areas.

Management response: ACCEPTED



The office will mainstream the multi-dimensional approaches to address structural issues related to GBV, human rights violations, and inequalities in its programming approach.

V	Time from	Dan a waihla	Tracking*	
Key action(s)	Time frame	Responsible unit(s)	Status	Comments
4.1 UNDP will advocate during the formulation of the new UNSDCF to address structural and systemic gender issues related to GBV, human rights violations and inequalities	December 2021	Inclusive Growth and SDGs Gender and Governance Energy and Environment	Planning	
4.2 Multi-dimensional approaches addressing structural issues related to GBV, human rights violations, and inequalities in its programming approach will be incorporated in the development of a joint UN programme on women's empowerment and employment	September 2021	Inclusive Growth and SDGs Gender and Governance	In progress	Consultant to formulate this programme was recruited and began working

RECOMMENDATION 5.

UNDP's work on health must address long-standing issues with health supply chain stock-outs, ensure the transfer of capacity to government, and transition focus and resources to concretely removing barriers hindering access of targeted key populations to HIV/AIDS and other services as part of its human rights and Leave No One Behind initiatives.

UNDP's work on SGBV with courts, police and community groups must add a focus on key populations who are also at heightened risk of SGBV and HIV/AIDS. UNDP should leverage its presence at the district level and its technical expertise to drive greater awareness of and attention to vulnerable key populations, and address inclusive social development in a more integrated way.

Management response: **ACCEPTED**



UNDP will leverage on ongoing development of the project on human rights and the existing policy support project (Linking Policy to Programming) to address barriers hindering targeted populations' access to HIV/AIDS treatment and other services.

Key action(s)	Time frame	Dosnonsible unit(s)	Tracking*	
		Responsible unit(s)	Status	Comments
5.1 Integrate barriers hindering targeted populations' access to HIV/AIDS treatment and other services in the formulation of the human rights project	June 2021	Inclusive Growth and SDGs Gender and Governance	In progress	Draft workplan is being finalized

^{*} The implementation status is tracked in the ERC.

Annexes

Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: https://erc.undp.org/evaluation/evaluations/detail/12778

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- Annex 1. Terms of reference
- Annex 2. Country office at a glance
- Annex 3. Evaluation framework
- Annex 4. Theory of change
- Annex 5. Project mapping
- Annex 6. People consulted
- Annex 7. Documents consulted
- Annex 8. Status of country programme outcome indicators

ANNEXES 49





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