



Integrated Country Strategy

Zambia

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1. Chief of Mission Priorities

Zambia has been among Africa's strongest multiparty democracies since it abolished its single party system in 1991. However, its political and economic stability are increasingly in jeopardy due to poor governance. The basic tenets of democracy remain and Zambians across the political and social spectrum profess interest in reversing the country's trajectory to reset it on a path to shared prosperity and regional leadership. Key U.S. interests in Zambia are focused on cementing Zambia's democratic principles and supporting economic growth and diversification. Our mission goals, in line with the Joint Regional Strategy for Africa, reflect our determination to promote mutually beneficial outcomes for the people of the United States and of Zambia.

In that respect, we seek to **(1) strengthen Zambia's democracy and governance** so that the country may **(2) maximize its resources to achieve inclusive economic prosperity for all** and **(3) protect and develop its most important resource, its people**, which will **(4) advance peace and security not only in Zambia but throughout the region.**

Our mission goals, and the assistance programs that support our efforts to achieve them, are targeted at Zambia's greatest vulnerabilities that threaten the nation's achievements in development since independence in 1964. We seek to enable the government and its citizens to move from a system of political patronage to a governing environment that is responsive to the needs of its people and willing to listen when those needs are not being met.

The strength of the government is severely constrained by reduced fiscal resources resulting from over-involvement in private sector activities and a regulatory environment that inhibits private sector-led growth and foreign direct investment. Reliance on copper as its main export commodity has left the Zambian economy at the mercy of the vagaries of the global copper market. Zambia must create the conditions for the private sector to thrive, which is why our goals and assistance programs provide for enhanced support for diversified sectors, especially in agriculture, energy, and tourism. In the process, we will promote commercial opportunities in Zambia for U.S. businesses as a way to provide both the Zambian economy with needed private sector investment and U.S. companies with access to export markets.

The ability of Zambia to achieve its future potential depends on the health and education of its citizens. In support of that effort, Zambia is a country in receipt of significant assistance through the President's Emergency Plan for AIDS Relief (PEPFAR), totaling almost \$3.5 billion since 2004. Zambia, with this assistance, is on track to achieve epidemic control by 2020; a remarkable, but still tenuous, achievement. Additionally, our efforts to combat malaria and tuberculosis, and to boost maternal and child health, address the everyday health challenges of much of the country's population.

Zambia's self-professed desire is to be a clear, democratic voice in the region, one that contributes to Africa's peace and security. We support the country's initiative to take greater responsibility and be more involved in regional peacekeeping. Zambia, at the geographic center of eight countries of disparate stability, must play a major role in hindering the flow of wildlife trafficking, halting goods at origin and interdicting illicit trade at its borders, as well as to provide moral leadership as a successful multi-ethnic, multi-party African democracy.

2. Mission Strategic Framework

Mission Goal 1: Zambia strengthens its democracy and improves its enabling governance environment.

- **Objective 1.1:** Zambia Improves its Enabling Governance Environment (CDCS DO1)
- **Objective 1.2:** Zambian political processes are more inclusive, participatory, and representative and the Zambian people are better able to rely on rule of law, an independent judiciary, and due process through improved government structures and increased public awareness of political processes.

Mission Goal 2: Zambia maximizes its resources to achieve sustained, broad-based, inclusive economic prosperity by reducing poverty, encouraging the growth of underutilized sectors, and better enabling private sector growth.

- **Objective 2.1:** Zambia better realizes the high economic growth potential in the energy, agriculture, and tourism sectors.
- **Objective 2.2:** Rural poverty is reduced in targeted areas. (CDCS DO2)
- **Objective 2.3:** Zambia broadens its trading relationships and provides an enabling environment for private sector growth.

Mission Goal 3: Zambia increases its human capital through improved health and education.

- **Objective 3.1** Human capital is improved. (CDCS DO3)

Mission Goal 4: The United States and Zambia work together to advance security and peace.

- **Objective 4.1:** Zambia becomes a positive and effective partner to advance USG regional and international political and security priorities via increased engagement in peacekeeping operations and regional political organizations.
- **Objective 4.2:** Zambia protects its population against domestic and transnational threats through enhanced bilateral coordination in key areas, to include refugees, health, and wildlife trafficking.

3. Mission Goals and Objectives

Mission Goal 1: Zambia strengthens its democracy and improves its enabling governance environment.

Description and Linkages: Mission Goal 1 directly correlates to the U.S. Department of State and U.S. Agency for International Development Joint Regional Strategy goal for the Bureau of African Affairs to strengthen democracy, human rights, and good governance. It matches the National Security Strategy priority action to promote effective governance, improve the rule of law, and develop institutions accountable and responsive to citizens.

Mission Objective 1.1: Zambia Improves its Enabling Governance Environment (CDCS DO1)

Justification: Government institutions in Zambia have lagged behind public expectations in terms of both transparency and accountability. Zambia's highly contentious 2016 elections further demonstrated the importance of stronger systems of transparency and accountability. The elections were marred by unprecedented levels of violence, serious restrictions on the media, uneven application of the Public Order Act, and alleged misuse of government resources. The country remains highly polarized, with an even stronger need to build systems and processes that can help to ensure that the government is accountable to the people. Ultimately, the mission aims to create an environment in which the Zambian government provides quality services, citizens expect high standards of government performance, and officials are held to account if they fall short. To achieve this objective, the Mission works directly with government institutions through programs designed to build accountability, transparency, and respect for Zambia's official commitments to human rights. Cooperating partners in the diplomatic community, the United Nations, and the NGO community help amplify Mission efforts. This includes work to strengthen the sustainability of Zambia's national HIV program, which is heavily dependent on U.S. government funding. Collectively, the Mission's work on this objective feeds into other Mission objectives, notably by facilitating more broad-based, inclusive economic growth, helping to address health challenges, and enabling Zambia to prevent transnational threats.

Mission Objective 1.2: Zambian political processes are more inclusive, participatory, and representative and the Zambian people are better able to rely on rule of law, an independent judiciary, and due process through improved government structures and increased public awareness of political processes.

Justification: Despite its reputation for democratic transitions, Zambia has been for decades ruled by a rotating set of political elites, buoyed by personality-driven politics and thinly defined party identification. The 2015 and 2016 elections moved the political process more sharply toward one of tribal identity, with the two main political parties issuing messages explicitly aimed at enticing voters from their tribes and, at times, belittling rivals. Political parties operating on issue-based platforms are few and far between and rarely receive votes at the ballot box. As a result, government policies

have at times reflected more the will of the party in power and its members than that of the majority of the Zambian people. Some citizens – particularly the rural poor, women, and LGBTI persons – are explicit targets for abuse and exploitation, with few advocates. In the coming years, the mission hopes to encourage the government to adhere to principles it set for itself in international commitments and the nation’s constitution and legal framework.

Mission Goal 2: Zambia maximizes its resources to achieve sustained, broad-based, inclusive economic prosperity by reducing poverty, encouraging the growth of underutilized sectors, and better enabling private sector growth.

Description and Linkages: Mission Goal 2 directly correlates to the U.S. Department of State and U.S. Agency for International Development Joint Regional Strategy goal for the Bureau of African Affairs to encourage mutually beneficial economic growth, trade, and investment. It matches the National Security Strategy priority action to expand trade and commercial ties to create jobs, build wealth, and establish the conditions necessary to improve business environments.

Mission Objective 2.1: Zambia better realizes its high economic growth potential in the energy, agriculture, and tourism sectors.

Justification: Zambia has rich and underutilized land and natural resources. Agriculture accounts for about 20 percent of Zambia’s GDP and provides employment for about 60 percent of the population, the majority being small-scale or subsistence farmers. Despite its significant agricultural potential, per capita agricultural productivity has remained flat for the past 30 years. The country also struggles in its efforts to effectively manage its wildlife and forest resources. In each of these sectors, government policies are often either ineffective or counterproductive, and highly politicized. The government has also borrowed extensively from international markets and local lenders, run up large arrears with creditors and contractors, and has created large budget deficits, with little sign of tamping down spending. The mission hopes to encourage growth through continued development cooperation in agriculture, education, health, and other sectors, as well as encouraging new or broadening current methods of income generation, like wildlife tourism. Further, the mission will urge the government to make those difficult choices necessary to revive its fiscal and economic fortunes.

Mission Objective 2.2: Rural poverty reduced in targeted areas. (CDCS DO2)

Justification: Nearly 80 percent of Zambia’s rural population lives in absolute poverty, earning less than \$1.25 per day. Malnutrition is a major burden that negatively impacts human capital, with stunting levels over 45 percent among rural children. Rapid population growth, coupled with over-exploitation of land, combine to threaten the livelihoods and food security of rural Zambians. When combined with severe, widespread poverty, they also strain natural resources, causing high rates of deforestation, biodiversity loss, land degradation, and scarcity of arable land in some

areas. Targeting rural poverty therefore presents the opportunity to do the most good for the greatest number of Zambians. Additionally, if capacity to manage forest resources is increased and environmental policies strengthened, and poverty pressures decrease, then deforestation and wildlife poaching will decrease. An increase in forest and wildlife resources increases the potential for tourism and sustainable resource exploitation, which leads to increased income opportunities and a reduction in poverty.

Mission Objective 2.3: Zambia broadens its trading relationships and provides an enabling environment for private sector growth.

Justification: American companies over the past years have supported Zambia's drive for growth through infrastructure development, financing, technology and know-how. American companies continue to be one of the greatest untapped resources and could play a critical role in unlocking Zambia's full economic potential, which can also grow the U.S. economy by increasing U.S. exports. Zambia recently signed on to the Tripartite Free Trade Area agreement (TFTA), an intra-regional trade agreement of the Common Market for Eastern and Southern Africa (COMESA), Southern African Development Community (SADC) and East African Community (EAC). This membership offers U.S. companies more opportunities to expand their reach in the region as the TFTA offers investors a larger free trade area of goods and services.

Mission Goal 3: Zambia increases its human capital through improved health and education.

Description and Linkages: Mission Goal 3 directly correlates to the U.S. Department of State and U.S. Agency for International Development Joint Regional Strategy goal for the Bureau of African Affairs to promote inclusive country-led development through the transformation of health systems to reduce mortality and support of equitable access to education for all. It matches the National Security Strategy priority action to respond to humanitarian needs while also working with governments and regional organizations to address the root causes of human suffering.

Mission Objective 3.1 Human capital improved. (CDCS DO3)

Justification: Human capital refers to the knowledge, skills, and capabilities that people need for life and work, including education and health levels as they relate to economic productivity. However, it also refers to the ability of the population to participate in national development. In order to serve as a catalyst for development, human capital must be sufficiently healthy and educated to be able to participate fully and effectively in a modern economy, and to make sound decisions that affect household health and wealth. HIV infection, while no longer an automatic death sentence, still renders individuals vulnerable due to a need for life-long treatment. Malaria, tuberculosis, and other endemic diseases take a heavy toll on the population, particularly the poor, as illness interferes with earning income. Gender inequities, including gender-based violence, male preference, and early pregnancy constrain girls' ability to attend class,

limiting, in turn, their ability to productively contribute to economic growth. Education, vocational training, and strong social protection systems are foundational to human development and linked to democratic governance. Research shows a link between poor health status, poor nutrition, and lowered political participation, apathy, and more generally negative views toward the political process. Improvement in human capital through investments in education will help to foster an enabling governance environment through more informed and empowered citizens.

Mission Goal 4: The United States and Zambia work together to advance peace and security

Description and Linkages: Mission Goal 4 directly correlates to the U.S. Department of State and U.S. Agency for International Development Joint Regional Strategy goal for the Bureau of African Affairs to advance mutual peace and security interests. It matches the National Security Strategy priority action to work with partners to improve the ability of their security services to counter terrorism, human trafficking, and the illegal trade in arms and natural resources.

Mission Objective 4.1: Zambia becomes a positive and effective partner to advance USG regional and international political and security priorities via increased engagement in peacekeeping operations and regional political organizations.

Justification: As Zambia joins the United States as an enduring security partner, it requires the material means and human rights and other training to effectively enforce law and order internally, and to be a legitimate military force contributor to stability externally. Therefore, we will seek opportunities as appropriate to encourage Zambia to acquire U.S. defense equipment – including Excess Defense Articles (EDA) – and highlight the benefits of purchasing high quality hardware that is backed up by the U.S. government and interoperable with other regional partners and allies. We will also continue to encourage responsible leadership on regional security issues and significant re-engagement in peacekeeping operations.

As outlined in Sections 5 and 12 of Executive Order 13768, the U.S. government believes that, under international law, every state is obliged to accept the return of all its nationals that another state seeks to expel, remove, or deport. It is imperative that countries identified by ICE as Uncooperative or ARON make significant efforts to (1) issue travel documents within the International Civil Aviation Organization (ICAO) standard of 30 days; (2) agree to accept the physical return of their nationals by commercial and charter flights, as appropriate (3) agree to conduct interviews to confirm nationality, as appropriate; and (4) develop an enduring and consistent system through which ICE officials can work directly with consular officials in the United States to obtain travel documents expeditiously for nationals subject to orders of removal. Under INA 243(d), DHS may designate a country as delaying or denying the return of their citizens or nationals, resulting in the discontinuation of at least some visa service.

Mission Objective 4.2: Zambia protects its population against domestic and transnational threats through enhanced bilateral coordination in key areas, to include refugees, health, and wildlife trafficking.

Justification: For more than 40 years, Zambia has hosted refugees fleeing regional conflicts. According to the United Nations High Commissioner for Refugees (UNHCR), there are approximately 75,000 persons of concern in Zambia. The GRZ is in the process of locally integrating 14,000 Angolan and Rwandan former refugees. While slow, the government should continue this process to ensure refugee populations appropriately assimilate in Zambia – particularly now as new refugees arrive from the DRC. While refugees actively and openly seek protections from the Zambian government under international law, the transnational and domestic threat of human trafficking is more difficult to identify. Zambia is a “Tier 2” TIP country, largely based on challenges surrounding poor services for trafficking victims, slow prosecution of traffickers, and poor data integrity on TIP flows, though this reflects a 2018 upgrade from Tier 2 watchlist reflecting renewed GRZ commitment to addressing Zambia’s efforts to combat trafficking. The U.S. government will partner with relevant GRZ offices, UN organizations, and civil society stakeholders to protect victims of human trafficking and help prosecute traffickers. Health threats in Zambia can also quickly become regional and even global, and Zambia must increase its ability to address both endemic and epidemic diseases. The U.S. government will partner with the GRZ to increase its response capacity to strengthen the vital records system, improve public health laboratory capacity, and to strengthen the National Public Health Institute capability to orchestrate appropriate responses to health threats. Zambia’s wildlife and natural resources are vital economic drivers and threatened by international criminal syndicates involved in narcotic and human trafficking according to the Ministry of Defense. Reducing wildlife trafficking and illegal exploitation of natural resources will protect well-managed natural resources for legitimate use and undermine the capacity and funding of criminal syndicates.

4. Management Objectives

Management Objective 1: Mission Zambia improves services to customers by investing in staff, supporting programmatic objectives, and tightening internal controls.

Justification: The skills and experience among local citizens required to be successful in an embassy job are in relatively short supply in Zambia. Many applicants for locally engaged staff positions overstate their qualifications or have little to no relevant experience. The previous cap on training funds adversely affected the professional development of post's local staff, which constrained operations and took a toll on some of our ICASS operations and services, such as accurate tracking of supplies and equipment to ensure that direct charging is done when possible.

Management Objective 2: Mission Zambia improves its facilities and infrastructure.

Justification: Post housing is one of the biggest, if not the biggest, morale determinants for officers and their families. Post has an aging government owned housing pool that is deteriorating and is not in line with current living and security standards. This impacts post's overall maintenance and labor costs, as additional work is required to maintain the aging housing pool. OBO's "City Plan" of redeveloping six and purchasing 17 new residences has never been implemented due to the cost of the project. In addition, the growing number of embassy personnel requires post to look at chancery floor planning in order to accommodate the approximate 10% growth over the last three years.

Management Objective 3: Mission Zambia improves in areas addressing safety and comfort.

Justification: Internet service in Zambia is slow and unreliable, especially at residences where bandwidth is shared. Official systems have seen improvement in overall internet performance but there is still connectivity and latency issues. Given the constant security challenges to U.S. government facilities throughout the world, the well-being of our embassy employees and family members must remain a priority.