



# Integrated Country Strategy

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Zimbabwe

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## 1. Chief of Mission Priorities

The door to democracy, greater liberties and prosperity edged open in the lead up to the Republic of Zimbabwe's 2018 elections. While human rights violations directly after the election and since represent setbacks, our task is to encourage the Government of Zimbabwe to follow a new path: to become a more just and democratic society while restoring health and prosperity. Although the elections fell short of international standards, they marked an improvement over past polls. Human rights violations, including government crackdowns resulted in deaths, arbitrary arrests, beatings, and rapes of protesters on August 1, 2018 and in mid- to late-January 2019. As a result, we will focus our efforts on promoting reforms in governance, electoral, human rights, trauma healing, social cohesion, rule of law, and economic policy. As we support Zimbabwe's democratic development, we will invest in the people of Zimbabwe—in healthcare, people-to-people exchanges, humanitarian aid, and economic growth—to preserve the human capital needed to grow and improve Zimbabwe in the future.

Zimbabwe's strategic importance to the United States lies in its potential as a growth hub for southern Africa. The country possesses astounding human and natural resources. We share longstanding educational, cultural and familial ties. With our help, Zimbabwe stands at the verge of surmounting its HIV/AIDS epidemic and overcoming the persistent threats of malaria and tuberculosis. Better governance and economic stability will help Zimbabwe provide for its citizens' health, food security, education and other social needs.

Lamentably, Zimbabwe has endured four decades of largely inefficient, predatory and venal government. Mired in economic malaise with an unsustainable current account deficit, Zimbabwe's new government must focus on spurring economic growth and attracting investment. We will leverage that interest to advocate for the governance reforms Zimbabwe needs, as well as market-based policies, streamlined regulations and anti-corruption efforts that form the basis for sustained economic growth. With international investors troubled by 2018's post-electoral violence and economic crisis, we will insist that Zimbabwe's government redouble its commitment to achieving business and transparency reforms. Our Mission will facilitate valid travel and tourism, promoting development and bringing our nations closer. We will make common cause with partner nations, government reformers, Zimbabwean opposition parties, and civil society to press for further political and economic reforms.

The country's long-ruling Zimbabwe African National Union–Patriotic Front (ZANU-PF) party remains skeptical of the United States, though President Mnangagwa's administration has made positive overtures. We will work with international partners and local non-governmental organizations to align existing laws to the country's progressive Constitution. We will focus on

people-to-people relations, targeted technical assistance to promote rule of law and respect for human rights, and facilitating private-sector led growth. Noting the vulnerability of rural Zimbabweans to food insecurity as a means of political control, we will address the underlying causes of chronic food insecurity and malnutrition, through increased agricultural production, productivity, and market linkages. Should Zimbabwe's government show concrete progress towards necessary reforms, we will seek to gain their confidence in our willingness to deepen our commitment, and will work with international partners to engage the government, civil society, and opposition parties.

U.S. support for public health is our most successful investment in Zimbabwe's future and global health security. Thanks to the President's Emergency Plan for AIDS Relief, Zimbabwe is on the cusp of epidemic control. We still have much work to do, particularly as we focus on sustainability and the host government's ability to maintain epidemic control once it is achieved. We will coordinate our HIV/AIDS, malaria, tuberculosis, and child and maternal health programs with the Government of Zimbabwe, and will highlight this support in our public diplomacy work. We will coordinate with other donors and guard against corruption and politicization of our contributions.

We will work with non-governmental actors making progress in fighting environmental destruction, human and narcotics trafficking, and wildlife poaching. Our humanitarian demining efforts have achieved success, and we will seek to expand our work with trusted partners to demine land and return it to communities for productive use. As we encourage Zimbabwe toward reintegration with the global community, we will prioritize the rule of law and access to justice to ensure the safety and security of the United States and the protection of official and non-official Americans in Zimbabwe. We will assist U.S. citizens in need, plan for crises and prevent visa and passport fraud. Zimbabwe's security forces have long resisted reform. Nonetheless, we will look for areas to bolster law enforcement professionalism and cooperation. The prospects for our engagement with the Zimbabwe Defense Forces remain uncertain—though focused, non-lethal programs with links to our ongoing health and humanitarian programming hold some promise.

Our exchange programs will leverage established outreach to young entrepreneurs, environmental and civic activists, persons with disabilities, and young women journalists. Our economic engagement will contain a core component of youth outreach focused on employment and entrepreneurial opportunity. Our village savings and loans program and other economic promotion activities create opportunities for rural women to manage and control their finances more effectively. We will increase our cultural outreach to one of the continent's ancient cultures.

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Our success depends on a strong, efficient management platform. The New Embassy Campus serves as a visible sign of our commitment to Zimbabwe. It will improve our internal communication and coordination, as well as our security. Our leadership team will promote EEO and best management practices, foster interagency cooperation, and support our Locally Engaged Staff. Those efforts will promote a better future for the United States and Zimbabwe.

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Approved: April 29, 2019

## 2. Mission Strategic Framework

**Mission Goal 1: Promote American values, interests, and security by strengthening Zimbabwe’s democratic institutions, improving governance, and advancing adherence to international human rights standards.**

**Mission Objective 1.1:** Zimbabwe improves accountable, democratic governance – including electoral reforms—that serves an engaged citizenry.

**Mission Objective 1.2:** Zimbabwe improves civilian governance, rule of law, access to justice, and judicial process, to benefit the safety and welfare of Zimbabweans and U.S. citizens.

**Mission Objective 1.3:** Zimbabwe takes concrete and tangible steps to protect human and constitutional rights.

**Mission Goal 2: Support Zimbabwe on its path to becoming a self-reliant, healthy, and prosperous country.**

**Mission Objective 2.1:** An increased number of Zimbabweans live longer and healthier lives, enabling them to drive inclusive and sustainable development.

**Mission Objective 2.2:** Zimbabwe develops and expands inclusive and sustainable economic opportunities to advance mutual prosperity and security.

**Mission Objective 2.3:** Zimbabwe implements macroeconomic reforms, land reform, and public policies to combat corruption and encourage private sector-led growth.

**Mission Goal 3: Partner with Zimbabwe to combat global, transnational, and environmental threats, strengthening U.S.-Zimbabwe relations.**

**Mission Objective 3.1:** Zimbabwe secures and stabilizes its border, combats global health threats, and reduces human, narcotics, and wildlife trafficking.

**Mission Objective 3.2:** Zimbabwe improves its capacity to protect the environment for sustainable development and innovative approaches to climate resilience.

**Mission Objective 3.3:** Zimbabwe becomes a responsible member of the global community and a reliable partner for addressing bilateral, regional, and global challenges.

**Management Objective:** Promote a robust mission-support platform to advance U.S. government objectives.

### 3. Mission Goals and Objectives

**Mission Goal 1: Promote American interests, values, and security strengthening Zimbabwe's democratic institutions, improving governance, and advancing adherence to international human rights standards.**

**Description and Linkages:** Enhanced civilian-led, democratic governance in Zimbabwe will promote political stability, economic growth, and long-term security. Zimbabwean citizens, American residents, and potential investors must have confidence in Zimbabwe's institutions. Respect for civil liberties and fundamental freedoms are integral to creating a united and participatory society. Mission Goal 1 links directly to Goals 1, 3, and 4 of the Joint State/USAID Strategic Plan. These goals protect America's security at home and abroad; promote American leadership through balanced engagement; and ensure effectiveness and accountability to the American taxpayer by strengthening citizen-responsive and civilian-led governance, human rights, and rule of law.

**Mission Objective 1.1:** Zimbabwe improves accountable, democratic governance—including electoral reforms—that serves an engaged citizenry.

**Justification:** Zimbabwe becomes an accountable and democratic government serving an engaged citizenry. When a government is accountable to citizens, it responds to citizens' interest, allocates public resources, and invests in public services and infrastructure appropriately, resulting in long-term stability and reduced corruption. As accountability and governance improve, opportunities for U.S. investors and exporters increase exponentially. This aligns with JSP objectives 1.3, 3.3, and 4.1.

**Mission Objective 1.2:** Zimbabwe improves civilian governance, rule of law, access to justice, and judicial process, to benefit the safety and welfare of Zimbabweans and U.S. citizens.

**Justification:** If Zimbabwe's law enforcement system works, both Zimbabweans and Americans in Zimbabwe are safer and more secure. Access to justice and judicial process are vital to ensure neither U.S. nor Zimbabwe citizens languish in prison. There are currently institutional impediments to providing emergency services to Americans and these impediments have an adverse impact on tourism and U.S. business investment. This aligns with JSP objectives 1.5 and 4.1.

**Mission Objective 1.3:** Zimbabwe takes concrete and tangible steps to protect human and constitutional rights.

**Justification:** If Zimbabwe's law enforcement system works, American citizens in Zimbabwe are safer and more secure. Access to justice and judicial process are vital to ensure neither U.S. nor Zimbabwe citizens languish in prison. There are currently institutional impediments to providing emergency services to Americans and these impediments have an adverse impact on tourism and U.S. business investment. This supports JSP objectives 1.3, 3.3/4.1.

**Mission Goal 2: Support Zimbabwe on its path to becoming a self-reliant, healthy, and prosperous country.**

**Description and Linkages:** The United States is committed to seeing Zimbabwe become a self-reliant, resourceful, and resilient nation responsive to the needs of its population and capable of planning, financing, and implementing solutions to its development challenges, with thriving economic and health systems. As the United States seeks to advance democratic and transparent governance in Zimbabwe under Goal 1, U.S. engagement and assistance will invest in the people of Zimbabwe—in health services, humanitarian assistance, food security, and economic growth—to preserve, sustain, and grow the human capital and potential needed for a more prosperous, thriving, and resilient Zimbabwe in the future. This goal ties directly to JSP Objective 2.2 and links to ICS Objective 1.1, as a healthy and economically productive population will help drive social, political, and economic development. Economic and health assistance, especially given the evolving political and economic context in Zimbabwe, will help the country become more peaceful, prosperous, and democratic. By supporting Zimbabwe on its path to inclusive and sustainable development, with a healthy and productive population, U.S. security and prosperity objectives are reinforced.

**Mission Objective 2.1:** An increased number of Zimbabweans live longer and healthier lives enabling them to drive inclusive and sustainable development.

**Justification:** Zimbabwe has experienced severe challenges related to the deterioration of the healthcare infrastructure, loss of experienced health sector personnel, and a drastic decline in the quality of health services available to the population. The U.S. Government is making significant contributions, through the President's Emergency Plan for AIDS Relief (PEPFAR), the President's Malaria Initiative, USAID programming on tuberculosis (TB), maternal and child health, and family planning/reproductive health, and CDC outbreak responses to cholera and typhoid. Such efforts rebuild, train, and improve health services in Zimbabwe help to increase the overall health of all Zimbabweans. The investments to increase the health of Zimbabweans are necessary for economic growth. The decimation of the working population would contribute to



further economic collapse in Zimbabwe. Key health sectors targeted for USG support include: HIV, malaria, TB, maternal and child health, outbreak response, and broader health systems strengthening. As the PEPFAR program approaches the UNAIDS 95-95-95 goals that define epidemic control, it is essential to focus on sustainability and building local capacity to maintain epidemic control when PEPFAR subsides. This aligns with JSP objective 2.2.

**Mission Objective 2.2:** Zimbabwe develops and expands inclusive and sustainable economic opportunities to advance mutual prosperity and security.

**Justification:** U.S. Government activities will support Zimbabwe's citizens and private sector to address those factors that inhibit the country's economic growth by focusing on business competitiveness, household nutrition, and resilience to climatic and economic shocks. Strengthening these areas will build a strong foundation for Zimbabweans to take advantage of inclusive and sustainable economic opportunities that will contribute to regional stability as well as promote American prosperity through new markets for U.S. businesses and investors in one of the fastest growing regions of the world. This aligns with JSP objective 2.2.

**Mission Objective 2.3:** Zimbabwe implements macroeconomic reforms, land reform, and public policies to combat corruption and encourage private sector-led growth.

**Justification:** Poor economic policies have led to Zimbabwe's decades-long economic decline. The government plays an outsized and inefficient role in the economy by running large fiscal deficits (crowding out investment to the private sector) and with inefficient, market-distorting controls over key sectors, including agriculture and mining. The Government of Zimbabwe's mismanagement has resulted in an uncompetitive economy with high levels of debt, corruption, poverty, and food insecurity. In order to prevent further health, humanitarian, and political crises, Zimbabwe must make economic reforms to restore macroeconomic stability and sustainable growth, and reduce dependence on foreign assistance.

**Mission Goal 3: Partner with Zimbabwe to combat global, transnational, and environmental threats, strengthening U.S.-Zimbabwe relations.**

**Description and Linkages:** A safer Zimbabwe contributes to a safer America. Countering instability and transnational crime in Zimbabwe directly benefits the United States by reducing illicit trafficking, preventing the spread of infectious disease, and helps Zimbabwe begin to transition from an assistance recipient to an enduring partner. Mission Goal 3 links directly to Goals 1, 3, and 4 of the Joint State/USAID Strategic Plan.

**Mission Objective 3.1:** Zimbabwe secures and stabilizes its border, combats health threats, and reduces human, narcotics, and wildlife trafficking.

**Justification:** This objective supports JSP 1.3's commitment to countering instability, transnational crime, and violence that threatens U.S. interests. Illicit funds from trafficking in persons, wildlife, and narcotics fuel criminal enterprises and erode trust in the rule of law. Specifically, heroin traveling through Africa to the United States is a critical concern. Potential terrorists and contagious diseases could enter the United States if not detained or contained in Zimbabwe. To counter this threat, Mission Harare must promote information sharing and coordinate identity management controls through sustained engagement with the Government of Zimbabwe. When Zimbabwe is secure, southern Africa is more secure, which increases opportunities for U.S. visitors, investments, and businesses. Secure borders hinder trade-based money laundering that often funds terrorism. A thriving black market means less revenue for the Zimbabwe Government to use to provide services

**Mission Objective 3.2:** Zimbabwe improves its capacity to protect the environment for sustainable development and innovative approaches to climate resilience.

**Justification:** Environmental threats can fuel tensions over depleted or significantly degraded resources. As Zimbabwe seeks ways to promote foreign investment, we will focus on appropriate diplomatic engagement, sustained development assistance, and people-to-people relations to improve Zimbabwe's capacity to protect the environment. Sustainable natural resource management will enable Zimbabweans to improve food security and resilience of rural communities to shocks and protect the natural environment from irreversible damage. Targeted technical assistance will create a more conducive environment for U.S. companies to explore export and investment opportunities, promote tourism, and improve the quality of life for U.S. citizens residing in Zimbabwe. The U.S. Mission will use its convening power to rally other diplomatic and development missions to strengthen environmental governance and promote transboundary agreements on environmental standards and policies that protect and advance sustainable management of natural resources. Our engagement with other international institutions will promote environmental standards and policies that address barriers to expanding fair access for U.S. products, services, and technology in Zimbabwe. This objective supports JSP objective 2.2.

**Mission Objective 3.3:** Zimbabwe becomes a more responsible member of the global community and a more reliable partner for addressing bilateral, regional, and global challenges.

**Justification:** The Government of Zimbabwe is at a critical crossroads. Promoting the United States as Zimbabwe's partner of choice in achieving political and economic reforms and development is vital at this juncture. Zimbabwe will need technical assistance during the transition, which provides a valuable opportunity to ensure Zimbabwe becomes a responsible member of the global community and a reliable U.S. partner in southern Africa and throughout the world. This objective supports JSP objectives 1 and 3.2.

## 4. Management Objectives

### **Management Objective 1: Promote a robust mission-support platform to advance U.S. government objectives.**

**Justification:** The Mission seeks to ensure effectiveness and accountability, addressing all four sub objectives in JSP goal 4. We will focus the Mission on leveraging its considerable investments in Zimbabwe, especially the large New Embassy Campus (NEC) project, while strengthening its IT infrastructure, improving workforce performance and accountability, and bolstering safety and security for its people. The Mission will concentrate its financial, physical, and human resources to support U.S. diplomatic and development investments.