



Integrated Country Strategy

ZAMBIA

FOR PUBLIC RELEASE

Approved: April 11, 2022

Table of Contents

1. Chief of Mission Priorities	1
2. Mission Strategic Framework	3
3. Mission Goals and Objectives	5
4. Management Objectives	14

1. Chief of Mission Priorities

The third peaceful transfer of presidential power following the August 2021 election burnished Zambia's credentials as one of Africa's strongest multiparty democracies and put Zambia on a path to reverse a decade of democratic backsliding. Though the basic tenets of democracy are deeply rooted, Zambia must undertake structural reforms across multiple sectors to fulfill its potential for good governance, shared prosperity, and regional leadership. In an historic turnout fueled by women and youth, Zambians revived their commitment to these principles at the ballot box and have turned to the United States for renewed support.

U.S. interests in Zambia are focused on strengthening democratic institutions, promoting inclusive economic growth, improving social development systems, and supporting Zambia's contributions to regional stability. The August 2021 election of a reformist president is the most significant opportunity in decades for the United States to partner with a willing leader who shares these principles. Our high-level engagements since August 2021 testify to the potential for reviving the U.S.-Zambia partnership through new initiatives like Zambia's eligibility for a second Millennium Challenge Corporation Compact, participation in a U.S.-organized global campaign to combat COVID-19, and increased funding for foreign assistance and security cooperation programs. Our ICS goals, in line with the Joint Regional Strategy for Africa, reflect our determination to be Zambia's preferred partner as we pursue a common agenda making our people freer, safer, and more prosperous.

Our ICS goals – and the corresponding working group structure designed to coordinate the advocacy and assistance programs to achieve them – seek to (1) strengthen Zambia's democratic institutions so that the country can (2) promote inclusive economic growth and (3) improve quality of life through stronger health and education systems, which will (4) help strengthen the security partnership to advance regional stability.

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. Zambia's participation in the 2021 Summit for Democracy creates new avenues of cooperation during

Approved: April 11, 2022

the designated “Year of Action” until the next Summit to fight endemic corruption, support a free press, and protect fundamental freedoms for all.

Securing an IMF program would restructure Zambia’s economy and impose the structural reforms necessary for inclusive economic growth. The government is constrained by a \$15 billion debt burden and reduced fiscal resources resulting from over-reliance on debt financing and state-directed economic activity, as well as an unstable regulatory environment that inhibits private sector-led growth. Reliance on copper as the main export commodity means the Zambian economy is at the mercy of fluctuations in global market demand. Zambia must create the conditions for the private sector to thrive, which is why our goals and assistance programs support diversified sectors, especially in agriculture, energy, and tourism. In the process, we will promote commercial opportunities for U.S. businesses to spur private sector-led investment and provide U.S. companies with access to export markets.

Zambia’s ability to achieve its potential depends on the health and education of its citizens. In support of that effort, Zambia receives assistance through the U.S. President’s Emergency Plan for AIDS Relief (PEPFAR), totaling over \$5.85 billion since 2004. With this assistance Zambia is on track to achieve epidemic control in 2023 – a remarkable achievement. The U.S. government is also committed to combatting COVID -19, malaria, and tuberculosis, and boosting maternal and child health.

Zambia’s self-professed desire is to be a leading democratic voice in the region and to model a successful multi-ethnic, multi-party African nation. We support the country’s initiative to increase contributions to regional peacekeeping as a modest net-security provider to Africa’s peace and stability. Zambia, at the geographic center of eight countries of disparate stability, must also play a major role in hindering the flow of wildlife trafficking, halting goods at origin, and interdicting illicit trade at its borders.

The lack of sufficient Embassy office space remains a core internal weakness and constrains the mission from adequately staffing existing and new initiatives. In addition, the CDC office is in an offsite location, and there is not space at the chancery for colocation.

Approved: April 11, 2022

2. Mission Strategic Framework

Mission Goal 1: Support Zambian democratic institutions to promote stability and deter democratic backsliding in the SADC region.

- **Mission Objective 1.1:** Citizen participation in democratic processes advanced by more effective, accountable governance (USAID Country Development Cooperation Strategy [CDCS] Development Objective [DO] 1).
- **Mission Objective 1.2:** Enhanced opportunities for Zambia to demonstrate that democracy is the best form of government to protect human rights and revitalize economic growth.

Mission Goal 2: Promote trade and investment for sustainable, inclusive economic growth and shared prosperity.

- **Mission Objective 2.1:** Zambia creates a stronger investment climate and stimulates economic growth by strengthening its legal and regulatory enabling environment.
- **Mission Objective 2.2:** Rural poverty is reduced through enterprise-driven, inclusive economic growth. (CDCS DO2)

Mission Goal 3: Improve quality of life through stronger, more adaptive, and more resilient health and education systems.

- **Mission Objective 3.1:** Capacity of Zambia's government, citizens, and private sector increased to improve health outcomes and meet critical needs of vulnerable populations. (CDCS DO3)
- **Mission Objective 3.2:** Quality of education strengthened to improve learning outcomes. (CDCS DO4)

Mission Goal 4: Strengthen the U.S.-Zambian security partnership to advance regional peace and security.

- **Mission Objective 4.1:** Increase resources and opportunities for collaboration with Zambian security forces to prevent conflict and contribute to regional security.
- **Mission Objective 4.2:** Greater protection of citizens from transnational and domestic threats posed by pandemics, population displacement, and wildlife trafficking.

Management Objective 1: Mission Zambia enhances services by investing in staff, prioritizing work to align with mission objectives, and tightening internal controls.

Management Objective 2: Mission Zambia improves its facilities and infrastructure to meet evolving mission needs.

Management Objective 3: Mission Zambia increases safety of all Americans in country.

3. Mission Goals and Objectives

Mission Goal 1: Support Zambian democratic institutions to promote stability and deter democratic backsliding in the SADC region.

Description: Mission Goal 1 directly correlates to the Bureau of African Affairs Joint Regional Strategy (JRS) goal to “strengthen democracy, human rights, and good governance.” It also matches the Interim National Security Strategy (INSS) priority to underwrite a stable international system through “strong democratic alliances, partnerships, multilateral institutions, and rules.”

Objective 1.1: Citizen participation in democratic processes advanced by more effective, accountable governance.

- **Justification:** Improving the quality of governance is the core need for Zambia’s economic and social development. Zambia needs continued support to strengthen democratic norms and processes while ensuring greater transparency in the use of public resources. Evidence from around the world shows a high correlation between the quality of a nation’s governance and the degree of its economic development. Widespread corruption has robbed Zambia of critical resources, stifled private investment, and led the country to incur an increasingly high debt burden. The U.S. government will work with government, civil society organizations (CSOs) and the private sector to support the country’s capacity to make informed development choices that more effectively generate and utilize domestic resources to finance its development needs, thus reducing reliance on external funding.
- **Linkages:** JRS Objective 3.1, JSP Objective 3.3
- **Risks:** Continued government treatment of public criticism by civil society and opposition political parties as threatening and illegitimate may reinforce its efforts to manipulate institutions to suppress it, thus reducing the democratic space; Financial instability resulting from economic stagnation, the growing national debt burden, and

the increasing cost of living could undermine citizen engagement and government response for reliable service delivery.

Objective 1.2: Enhanced opportunities for Zambia to demonstrate that democracy is the best form of government to protect human rights and revitalize economic growth.

- **Justification:** The 2021 election and inauguration of President Hichilema, after a decade of democratic backsliding under an increasingly repressive Beijing-aligned government, underscores Zambia's reputation as a democratic leader on the African continent. Zambia has become a case study of democratic resilience and renewal. By showcasing lessons from three decades of multiparty democracy, the positive effects of Zambia's democratic progress toward entrenching democratic traditions are poised to reverberate across the region. Through diplomacy and advocacy, the Mission will promote the United States as Zambia's partner of choice to help achieve the goals of national reconciliation and protecting fundamental freedoms.
- **Linkages:** JRS Objectives 3.2 & 3.3
- **Risks:** The new administration inherited a political and economic system riven by corruption, poor governance, and patronage politics that perpetuate social grievances.

Mission Goal 2: Promote trade and investment for sustainable, inclusive economic growth and shared prosperity.

Description: Mission Goal 2 directly supports the INSS goal of "expanding economic prosperity and opportunity" and joining with "likeminded allies and partners to revitalize democracy." This goal envisions increasing two-way trade and investment that enriches both countries in a sustainable, inclusive manner that not only protects the environment, but also strengthens democratic support for the market economy by giving ordinary Zambians the opportunity to grow and thrive through new jobs, better training, and increased export opportunities.

Objective 2.1: Zambia creates a stronger investment climate and stimulates economic growth by strengthening its legal and regulatory enabling environment.

- **Justification:** Zambia remains in an economic crisis following a decade of excessive debt accumulation and a steady decline in its investment climate. In late 2021, Zambia secured staff-level agreement on a funded IMF program that will guide the development of important macroeconomic and fiscal reforms. These reforms offer a unique and time-bound opportunity for the U.S. government to influence both the course and contour of economic reform, but a successful return to sustained economic growth and prosperity will require parallel efforts to improve the investment climate and attract foreign direct investment (FDI). Government policies are often either ineffective or counterproductive, and highly politicized. In addition, the increasing illegal and unsustainable illegal wildlife and timber trade results in loss of revenue for the Zambian government, reduced benefits for local communities, and the destruction of ecosystems critical for climate change mitigation and rural livelihoods. By committing to sustained stakeholder engagement, Zambia can leverage the expertise of the private sector to develop a more effective and stable legal and regulatory policy regime and promote a green economy.
- **Linkages:** JSR objectives 2.1, 2.2, 2.3
- **Risks:** Zambia will likely underperform its economic potential, denying average Zambians the benefits of robust trade and investment ties, eroding support for free markets, and giving rise to inefficient government interventions in the economy. Post can mitigate these concerns via sustained diplomatic engagement and commercial outreach to ensure that the Zambian government and people see the benefits of the free market for themselves.

Objective 2.2: Rural poverty is reduced through enterprise-driven, inclusive economic growth.

- **Justification:** Despite attaining a middle-income nation status in 2011, Zambia's downwards economic trajectory and fiscal mismanagement over the past decade have transitioned it from the breadbasket of the region to one of economic woe and inequality. Zambia's poverty rate nationwide is 58 percent but is worse in the rural areas where a staggering 83 percent of the population live in poverty. With much of Zambia's abundant natural resources found in rural areas, the impact of rural poverty leads to a vicious cycle of forest and wildlife degradation. Despite a rich endowment of natural resources, rampant deforestation and recurrent climate-induced droughts and floods are driving increasing poverty and food insecurity. In addition, inflation, poor basic service delivery, and restrictive trade policies continue to stagnate development. Mission efforts will focus on supporting the Zambian government to improve the business enabling environment, increase investment opportunities, and partner with the private sector. Through partnerships with the private sector, government and communities, the Mission will help catalyze win-win scenarios that result in the conservation and sustainable management of its natural resource base. Underpinning these efforts will be a focus on furthering Prosper Africa initiative's goals to increase two-way trade and investment between the U.S. and Zambia through targeted deal support and by supporting bilateral exchanges and relationship building.
- **Linkages:** JRS Objective 2.2 & 2.3
- **Risks:** Corruption and short-term political interests, as well as ideology, may continue to impede the adoption and effective implementation of critically important economic and institutional reforms, which can prevent establishment of the positive enabling environment needed to incentivize greater private investment and sustainable resource use in rural areas. Macroeconomic instability, resulting from the national debt crisis and over-reliance on copper exports, may undermine the investment environment and reduce opportunities for inclusive economic growth. Climate variability impacts –

including irregular rainfall patterns - with increases in frequency, intensity and /or geographic extent may undermine rural agricultural livelihoods.

Mission Goal 3: Improve quality of life through stronger, more adaptive, and more resilient health and education systems

Description: Mission Goal 3 directly correlates to the U.S. Department of State and U.S. Agency for International Development draft Joint Regional Strategy goal for the Bureau of African Affairs to strengthen the capacity of Sub-Saharan countries to absorb shocks, adapt to social, economic, and environmental changes, and sustain an enabling environment for systemic innovation to build the region's resilience needed to meet post-pandemic challenges and promote inclusive development. It also matches the Interim National Security Strategic Guidelines and CDC Global Health Strategy's emphasis on combating the continued threat posed by COVID-19 and other infectious diseases with pandemic potential while revitalizing and expanding global health and health security initiatives.

Objective 3.1: Capacity of Zambia's government, citizens, and private sector increased to improve health outcomes and meet critical needs of vulnerable populations. (CDCS DO3)

- **Justification:** Improved capacity to sustain health and welfare outcomes is critical to enhancing Zambia's journey to self-reliance and to achieving greater quality of life for all Zambians. This objective will support Zambia's collective preparedness and capacity to detect, treat, and contain infectious diseases and biological threats. If the utilization of high-quality health, water, and sanitation services by Zambians is increased, and if the public and private sector's capacity to plan, finance, and implement solutions in these sectors and to protect vulnerable groups is strengthened, then Zambia will further advance health and welfare outcomes and sustain those results in the future without external assistance.

- **Linkages:** INSS Guidelines emphasize combating the continued threat posed by COVID-19 and other infectious diseases with pandemic potential, revitalizing and expanding global health and health security initiatives, and building partnerships in Africa; CDC Global Health Strategy, Zambia's 7th National Development Plan; JRS 4.1.
- **Risks:** Excessive debt, low domestic revenue generation, and inflation continue to negatively affect Zambia's economy. Lack of a sufficiently large and diversified tax base, coupled with macroeconomic instability and competing budget priorities (including the need to finance substantial external debt) could result in reduced ability of the Zambian government to meet commitments for human and financial resources for health; water, sanitation and hygiene (WASH) and social services. Infectious diseases continue to be the leading causes of morbidity and mortality in Zambia.

Objective 3.2: Quality of education strengthened to improve learning outcomes.

- **Justification:** If children and young people have access to quality, equitable literacy instruction; the public education system is capable of and accountable for service delivery; and communities and the private sector invest and participate in education services, then Zambian children and young people will acquire the critical basic literacy skills that form the foundation for future learning, economic productivity, and self-reliance.
- **Linkages:** INSS Guidelines focus on ensuring high-quality and equitable education and opportunities for children and young people while addressing inequalities in educational access.
- **Risks:** Shifting Zambian government policies and ineffective implementation of the current curriculum may erode past progress and hinder the ability to achieve desired outcomes. Continued limitations on government revenues, combined with competing budget priorities -- including the need to finance substantial external debt -- may lead to a failure to augment the funding for primary education needed to sustain and advance literacy gains over time at a national scale.

Mission Goal 4: Strengthen the U.S.-Zambian Security Partnership to Advance Regional Peace and Security

Description: Mission Goal 4 relates directly to the State-USAID FY2022-2026 Joint Strategic Plan Goal 1 to renew U.S. leadership and mobilize coalitions to address the global challenges that have the greatest impact on Americans' security and well-being. More specifically, the Mission's activities under Goal 4 will help advance Objective 1.4 of the Joint Strategic Plan to lead allies and partners to address shared challenges and competitors; prevent, deter, and resolve conflicts; and promote international security.

Objective 4.1: Increase resources and opportunities for collaboration with Zambian security forces to prevent conflict and contribute to regional security.

- **Justification:** U.S.-Zambia military cooperation has increased significantly with recently expanded engagements. The recent 2021 election of President Hichilema promises even closer coordination and increased assistance as the new administration has expressed a desire to reorient security engagements toward Western partners. Sustained mission engagement and a Zambian government strategic decision to change their choice of cooperating partners spurred this new opportunity. Senior Zambia Defense Force (ZDF) officers and law enforcement personnel have taken part in and benefited from U.S.-sponsored professional leadership education and technical training opportunities. Zambia has a long history of UN peacekeeping operations (PKO). Zambia deployed its first Zambian Battalion (ZAMBATT I) in 2015 and since this time has continued to deploy a ZAMBATT every year. In 2015 Zambia hosted the U.S. Army Africa-sponsored exercise SOUTHERN ACCORD 2015, and Zambia is working to become a regional leader on security issues. Law enforcement institutions, however, continue to struggle with issues of independence and professionalism, challenges that are reflected in politically motivated human rights violations and slower than desired responses to U.S. law enforcement and security matters. In addition to new military-to-military engagements requested by the Zambian government, we will continue to use training, exchanges, exercises, and other programs to encourage Zambian military and

Approved: April 11, 2022

law-enforcement leadership to look to the United States for guidance in shaping their own organizations, policies, and doctrines. We will also continue to encourage responsible leadership and cooperation on regional security issues and significant re-engagement in peacekeeping operations.

- **Linkages:** JRS Goal 1. Also, Sections 5 and 12 of Executive Order 13768: under international law, every state is obliged to accept the return of all 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.
- **Risks:** Lack of political will and poor leadership among the staff, along with a lack of resources to train a legitimate military force; law enforcement institutions continue to struggle with issues of independence and professionalism.

Objective 4.2: Greater protection of citizens from transnational and domestic threats posed by pandemics, population displacement, and wildlife trafficking.

- **Justification:** Zambia continues to host significant numbers of refugees fleeing regional conflicts. According to the United Nations High Commissioner for Refugees (UNHCR), there are approximately 100,000 persons of concern in Zambia. The Zambian government began the process of locally integrating 25,000 Angolan and Rwandan former refugees in 2017, but the process slowly trickled to a halt. The government should re-start this process to ensure refugee populations appropriately assimilate in Zambia – particularly given the number of years that those individuals have remained stateless. 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 currently on the TIP “Tier 2” watchlist,

Approved: April 11, 2022

largely because of insufficient progress on challenges surrounding poor services for trafficking victims, slow prosecution of traffickers, poor data integrity on TIP flows through April 2021. Beginning immediately in August 2021, the Hichilema administration demonstrated a renewed commitment to combat trafficking. The U.S. government will partner with relevant Zambian government offices, UN organizations, and civil society stakeholders to protect victims of human trafficking and help prosecute traffickers. 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.

- **Linkages:** JRS Goal 1; National Security Strategy priority action to work with partners to improve the ability of their security services to counter terrorism, human trafficking, illegal trade in arms and natural resources, and effectively control population movements. Zambia continues to serve as a haven from regional strife and conflict. We will continue to provide various forms of assistance to vulnerable populations including refugees and victims of human trafficking. More rigorous engagement with government officials and the benefits of a more cooperative administration should result in a marked improvement in Zambia's TIP status. Increased attention to issues that affect levels of wildlife trafficking should result in lower levels of poaching and trafficking in illegal game and resources.
- **Risks:** Government inaction resulting from a lack of popular support for these extrinsic issues could halt or slow the current progress being made on refugee, human trafficking and wildlife and resource trafficking. If economic pressures continue to threaten the standard of living for the average citizen, support could also pressure the new administration to focus scarce resources on more tangible benefits.

4. Management Objectives

Management Objective 1: Mission Zambia enhances services by investing in staff, prioritizing work to align with mission 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 employed staff positions overstate their qualifications or have little to no relevant experience. Training is essential to ensure local staff are adequately equipped for their roles. Travel restrictions during the COVID-19 pandemic have further impacted training of new and existing employees, including continuing education requirements for certain positions. Post intends to implement the new Locally Employed Staff Training Plan published by FSI as soon as possible. Enhanced management controls are required due to local societal norms and pressures.
- **Linkages:** JSR 4.3, NSM 3(1)(d), NSM 3(1)(f)
- **Risks:** If staff are unable to attend training or properly link their daily work with broader mission objectives, the embassy will be less effective at carrying out all other Mission and Management Objectives. Additionally, if internal management controls are not sufficient to meet the pressures of the local social environment, the U.S. government could face financial losses. To mitigate these risks, the management platform will invest in training for staff through a structured and transparent approach that will enhance employees' skills as well as their ability to connect their work with that of the larger mission, agency, and U.S. government objectives. Additionally, embassy leadership will ensure that appropriate management controls are in place and functioning correctly.

Management Objective 2: Mission Zambia improves its facilities and infrastructure to meet evolving mission needs.

- **Justification:** Post staffing levels continue to increase every year, driven largely by deeper engagement on health and development issues. Office space within the chancery is no longer sufficient. All CDC agency personnel now work in a separate, less secure compound. This reduces interagency collaboration and negatively impacts delivery of ICASS services. In the chancery, completed and planned reductions in the size of cubicle workspaces have strained morale. With a New Office Building, all agencies and personnel could be co-located on the existing embassy compound. Attaining adequate housing also remains a major challenge. The management team plans to support additional growth by coordinating with the State Department's Bureau of Overseas Buildings Operations (OBO) to provide additional safe and secure housing.
- **Linkages:** JSR 4.4
- **Risks:** If the embassy fails to obtain sufficient office and/or residential space that meets security, life, and safety standards, the staff will be unable to further deepen the bilateral relationship and may be unable to achieve other Mission and Management Objectives. To mitigate this risk, the embassy management team will work with OBO to identify opportunities to improve and increase the physical building infrastructure to better meet current and projected staffing levels.

Management Objective 3: Mission Zambia increases safety of all Americans in country.

- **Justification:** The safety and security of American citizens is of utmost importance, not only for accredited staff, but also for temporary duty visitors as well as locally resident American citizens. Engagement with the local government can be challenging, due to a lack of capacity, or other issues. Safety is also intrinsically linked to the topics of diversity, equity, inclusion, and access. Raising awareness of and resolving DEIA issues is a priority for post.
- **Linkages:** JSR 1.5, NSM 3(1)(c)
- **Risks:** Failure to adequately protect the safety, security, and dignity of American citizens in Zambia would hamper our ability to respond during a crisis and potentially cause embarrassment for the U.S. government. The embassy plans to mitigate this risk by engaging with local government counterparts on consular-related topics, re-doubling efforts to prepare embassy staff for emergencies, and pursuing DEIA policy objectives internally as well as externally.