

UNITED NATIONS DELIVERING AS ONE IN ZAMBIA

Coordination and Support to the Delivering as One Project (2011-2015) - Final Report



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Contact for further detail: UN Resident Coordinator's Office, Zambia.

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Acronyms

CEDAW	Convention on Elimination of Discrimination Against Women
DaO	Delivering as One
GRZ	Government of Republic of Zambia
LMIC	Lower Middle Income Country
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluations
ODA	Official Development Assistance
OHCHR	Office of the High Commissioner for Human Rights
RC	Resident Coordinator
RCO	Resident Coordinator's Office
SADC	South African Development Community
SDGs	Sustainable Development Goals
SNDP	Sixth National Development Plan
SOPs	Standard Operating Procedures
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework



CHAPTER I

Introduction

The United Nations (UN) in Zambia, as a 'self-starter' in the Delivering as One (DaO) approach, aims to increase its impact through a coherent One Programme framework: with reduced transaction costs for Implementing Partners (IPs) and lower overhead costs for the UN agencies. The main objective of DaO is for the UN to come together to support Zambia's national priorities in a more coherent, effective and holistic manner in order to achieve better development results.¹ The DaO approach is increasingly relevant in a lower Middle Income Country (LMIC) such as Zambia that has development challenges emanating from unfinished Millennium Development Goals (MDGs), including widespread poverty and inequalities and declining Official Development Assistance (ODA). The UNCT operates under a DaO common management accountability system and is guided by a UN Country Team Management Arrangement, including a UN Code of Conduct.

When the UN Country Team (UNCT) adopted the DaO initiative in 2011, it envisioned five key focus areas for improved UN coherence, efficiency and effectiveness. These result are as outlined in the UN Coordination and Support to Delivering as One in Zambia (2011-2015) project are: i) A visible One UN Voice and Advocacy on Human Rights, Millennium Development Goals (MDGs) and human development; Consistent One UN policy, expression and guidance; ii) A strategic set of UN Joint Programmes in value added **areas of the UN's work in** Zambia; iii) Effective UN aid coordination, predictability and transparency; iv) A common approach to strengthening national institutions and systems, optimizing the UN contribution to national capacity development; v) Business efficiencies and savings from common operations and joint learning to minimize duplication and transaction costs.

By the end of the project period in 2015, the UNCT was well able to share best practices and innovative approaches to the UN system's transformation at the country level, and tangible results with the global development community. The implementation of the DaO initiative, under the UN Development Assistance Framework (UNDAF) 2011-2015, was marked by the achievement of a number of important DaO milestones, and enhanced effectiveness of the UNCT. Significant progress was made in the implementation of five of the six mutually reinforcing pillars of DaO: One Programme Framework, A Common Budgetary Framework, One Leader, Operating as One, and Communicating as One.

The quality of support delivered to Zambia was enhanced through the implementation of five UN Joint Programmes under the UNDAF that responded to priorities of the Sixth National Development Plan (SNDP) 2010-2016 of Zambia. Important contributions **to Zambia's national priorities** were achieved; and a number of lessons were recorded for taking DaO implementation to the next level. A 2014 independent evaluation of the UNDAF and DaO Initiative underscored the important contribution the UN in Zambia made to strengthening national systems and scaling up equitable access to services and social protection.

¹ Read more details on UN coherence and UN reform on the web site of the United Nations Development Group (UNDG): www.undg.org

Building upon these successes, and to strengthen the impact of the One Programme framework, the Government of Republic of Zambia (GRZ) and the UNCT developed a Zambia-United Nations Sustainable Development Partnership Framework (the Partnership Framework) for 2016-2021. The Partnership Framework aims to achieve transformational results in support of Agenda 2030. For the first time, the One Programme Framework, including the Partnership Framework and Joint Annual Work Plans and a Common Budgetary Framework bring 13 UN Resident and 11 Non-Resident Agencies together to ensure a coherent UN response to the national priorities of Zambia.

Under One Leader, the UN Resident Coordinator guides the strategic development of the DaO process and engages high-level government and development partners on behalf of the UNCT. Leadership space was created, and a new governance mechanism was established for the members of the UNCT to act seamlessly. Departing from the previous approach, in which the UNCT members acted only as advisors to the UNDAF Outcome Groups, the UNCT members now lead 11 Result Groups of the Partnership Framework. This model of shared leadership aims to achieve higher levels of interagency accountability for the effective and efficient implementation of the One Programme framework: including its monitoring and annual reviews to be conducted jointly with the GRZ and partners.

The UNCT adopted a common Business Operations Strategy and a pragmatic approach in implementing DaO, pursuing rapid and comprehensive reforms in the way the UN in Zambia does business in certain areas, as well as gradual transformation in others. UN efficiency was improved through initiatives that aimed at harmonising business practices. In particular, the saving on financial resources was estimated to be between 10-50 per cent in specific business transactions by the end of 2015. As illustration, the cost of the tax free fuel for official transport was reduced by 50 per cent, and the cost for conference services through Long-Term Agreement was reduced by 10 per cent.



UN Secretary General's Envoy on Youth, Mr. Ahmad Al Alhendawi, together with the UN Resident Coordinator, Ms. Janet Rogan and ILO Country Director, Mr. Alexio Musindo with young Zambians following a dialogue on Sustainable Development Goals. Photo: UN Zambia, 2016

From the outset, the aim of the DaO project was to promote international norms and standards through coherent communications and advocacy on policy. Significant results, beyond the initial scope of the project, have been achieved in the area of Communicating as One. The most visible impact is the creation of a solid foundation by the end of 2015, both in the UN Country Team and at national platforms, for the implementation of 'Transforming Our World: the 2030 Agenda for Sustainable Development'. New partnerships were fostered and new mechanisms, such as the parliamentary caucus for the Sustainable Development Goals (SDGs), were established to follow-up and review the progress on SDGs. This impact was possible through a strong communications capacity in the Resident Coordinator's Office.

Only the strong collaboration between the UN and development partners made the launch and implementation of DaO in Zambia possible. In particular, financial contributions from Finland, Ireland and Sweden helpfully ensured the technical capacity within the **Resident Coordinator's Office** (RCO) that was critical in advancing UN coherence, and achieving the above mentioned results. Their support strengthened coordination and advisory support to the RC, UNCT, the GRZ and other partners in delivering better development results. In addition, several Cooperating Partners in the *'Friends of Delivering as One Group*²' supported the UN System's programmatic activities outlined in the UNDAF and Joint Programmes.

This Coordination and Support to the Delivering as One Final Project Report, 2016 is the culmination of the UN **efforts** for improved coherence in Zambia. The report also assesses and captures the lessons learned of the implementation of the first generation of the DaO from 2012-2015 in Zambia. It is informed by the UNDAF Annual Progress Reports 2012 and 2013, and an independent evaluation on the implementation of the UNDAF and DaO, 2014. The findings shall inform the UN in Zambia future DaO initiatives for enhancing its role and contribution in support of national policies and strategies to achieve development results in **line with the Agenda 2030 and Zambia's** Vision 2030.

²List of Friends of DaO Group: DflD, European Union, Finland, Germany, Ireland, JICA, Norway, Sweden, USAID



CHAPTER II

Progress towards Delivering as One

The three key requisites for effective UN coordination and improved coherence are: a) One Leader, who represents the UN development system and ensures UN accountability to both the government and cooperating partners; b) an effective UNCT to lead joint UN planning and programming, and to coordinate the implementation and reporting for effective development results; and c) adequate technical capacity within the RCO to support the DaO processes. The 'UN Coordination and Support to Delivering as One in Zambia 2011-2015' (the UN Coordination Support) project aimed to facilitate the DaO processes and results. The actual implementation of the project began only in 2012 after the technical capacity of the RCO was strengthened with the recruitment of key staff. By the end of the project cycle, several tangible programmatic results were achieved as a result of the strengthened capacity in the RCO; through a more robust support to the RC and the UNCT throughout 2012-2015. This report documents the achievements in the result areas identified in the project document. It assesses the sustainability of the results achieved, and lessons learned to provide key recommendations to further DaO implementation in Zambia.

Visible One UN Voice and Advocacy on Human Rights, MDGs and Human Development

The UN communications and advocacy efforts during the project cycle focused on coherent messaging around the UN's normative themes and the sustainable development agenda priorities. The following are illustrations of key results achieved through the policy advocacy and technical support ensured by the RCO, in particular the Communications Specialist, funded by the UN Coordination Support project, and the Human Right Adviser, funded by the OHCHR.

International norms and standards guide national instruments and processes

UN support was most identifiably visible in its normative work³. High-level UN communications and advocacy efforts led to high impact results, including the integration of international norms and standards in a number of national policy and programme instruments and processes. As an illustration, the UN policy and technical support to the constitution-making process, including circulation of the Braille and regular print versions of the draft, was widely recognised as a success and the UN has been invited to coordinate partner support for the complex implementation phase. The Constitution has progressive elements to strengthen democracy, including the introduction of a Presidential running mate system and 50%+1 for the Presidency. It also enhances judicial independence through direct financing from the Treasury instead of via the Ministry of Justice, and introduces a Constitutional Court and Court of Appeal. It strengthens accountability in the public service, including defence and the police.

A strong **human-right based approach** applied through the Zambia-United Nations Sustainable Development Partnership Framework (2016-2021) design process built the capacity of UN staff, government counterparts and civil society partners to

³ Independent Evaluation of the UN Development Assistance Framework (UNDAF: 2011-2015) and Delivering as One Initiative in Zambia, Report, 2014

consider new ways of integrating rights across the national development agenda. The Partnership Framework rights-based approach deliberately targets national institutions as duty-bearers, as well as people and communities as rightsholders. This Partnership Framework approach and its related country analysis are already feeding into the process of drafting the Seventh National Development Plan of Zambia.

The UN in Zambia's efforts to secure the **rights of indigenous people** bore fruit in 2015. Following the RC's intervention in 2014, in partnership with the Vice President's Office, to produce a documentary on the conditions of the indigenous Batwa people in Luapula Province, their plight

and the multiple deprivations they suffer were widely discussed. The GRZ acted to ensure that the countrywide exercise to renew National Registration Cards (NRCs) included the Batwa. For the first time, they received NRCs enabling them to get Voter Registration Cards and to exercise their political rights. Under the auspices of the UNCT and technical coordination support by the RCO, work to design a sensitive long-term development strategy for the community will continue during the implementation of the new Partnership Framework. This is an impact of the policy dialogue directly facilitated by the Communications Specialist and the Human Rights Adviser.

Gender issues remained a strong focus of support to the government. The new Constitution introduces a Gender Equity and Equality Commission and the matching Gender Equity and Equality Bill, developed with the support of the UN and partners. It localises CEDAW, the Protocol on the African Charter on Human and People's Rights and the Rights of Women in Africa, and the SADC Protocol on Gender and Child Development. Forced and early marriages remain a scourge in Zambia and UN-supported efforts to reduce them included the development of a strategy for ending Early Marriage launched in April 2016, scaling up community-based interventions and



A Batwa woman treating kasava roots to process them into flour. Photo: UN Zambia, 2014

setting up safe spaces for girls at risk of forced and early marriage. The pilot Village-led One Stop Shops against GBV also became the natural place to report impending early marriages, enabling the community to intervene promptly. The UN supported the judiciary in the development of the first two Fast Track Courts in Zambia for Gender Based Violence cases, launched by the Chief Justice and the RC in January and March 2016. Significant support was provided for ensuring birth registration as a core children's right. These results were achieved with a combination of high-level advocacy efforts (policy dialogue and campaigns) by the RCO and the UN programmatic interventions under the GRZ-UN Joint Programme on Gender Based Violence that is funded by Sweden and Ireland.

A Human Rights Network, a first for Zambia, bringing together Zambian expert human rights practitioners, human rights activists and academia was established. Its aim is to formulate strategies to advance human rights issues in Zambia, in particular discrimination, economic, social and cultural rights and emerging issues such as the impact of business and extractive industries, on human rights. The RCO ensured technical support to UN agencies and the Zambia Human Rights Commission in promoting the Implementation of Sexual Health Reproductive

Rights. The first step was to produce a framework for a human rights-based baseline assessment on the status of sexual health reproductive rights, including LGBTI and sex workers. The assessment included the delivery of a human rights-based Approach component and the introduction of a tool entitled, 'Reflection Guides for Health Policy Makers on applying a Human Rights Based Approach to Health: Application to Sexual and Reproductive Health, Maternal Health and Children Under 5 Health". The initiative has been identified as a good practice in promoting the implementation of SDG 54: 'Achieve gender equality and empower all women and girls', in particular, the target 5.6 'to ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action, and the outcome documents of their review conferences'. A network of community leaders was also constituted to promote awareness of the Guiding Principles on Business and Human Rights. Capacity building on Human Rights principles for civil society organisations and Zambian journalists was provided to enable media to contribute to the protection and promotion of human rights. This particular area of work in addressing human rights issues in Zambia was guided by technical support of Human Rights adviser.

Post-2015 dialogue establishes the ground for 'Leaving No One Behind'

An amplified One UN Voice on advancing sustainable development principles established a solid basis, both in the UNCT and at national platforms, for the implementation of the 'Transforming Our World: the 2030 Agenda for Sustainable Development'. A deliberate policy of going beyond traditional channels of cooperation at all levels promoted national ownership and secured high level political commitment to sustainable development. The impact of SDG sensitisation was evident in public speeches, particularly by the President, Vice President and Ministers, on Zambia's emerging priorities for sustainable development: including economic diversification, human capital development, infrastructure development, democracy and good governance, gender equality, social protection and partnerships.

New partnerships were fostered and mechanisms were established to follow-up and review progress towards the Sustainable Development Goals (SDGs). Strong collaboration in particular with the Embassy of Ireland and the National Assembly Secretariat to sensitise parliamentarians on SDGs, led to the formation of a parliamentary caucus on SDGs. The caucus aims to hold the executive accountable and to ensure that national policies and laws are directed towards the achievement of the SDGs by 2030, also **the deadline for the achievement of Zambia's own** Vision 2030. This impact was achieved as a results of the **UN's joined**-up communications and advocacy efforts, facilitated by the Communications Specialist.

Earlier in 2013 and 2014, a robust campaign to 'Accelerate Efforts to Achieving the MDGs and the Post-2015 Development Agenda' reached at least three million Zambian television viewers: with over 1,500 young people participating in 'A Young Zambia Arises' music concert as a part of the campaign. The campaign promoted the right to participation in development processes, including in the design phase. A short-documentary, reflecting the spirit of the UN's work in Zambia under the Delivering as One programme promoted the DaO principles and the UN's normative agenda among senior national policy makers, development partners and young people. Many thousands were reached through the publication of a number of opinion pieces and news stories in the national daily press. The strategic engagement of policy makers, government officials, parliamentarians, partner organisations, civil society and young people in the dialogue amplified citizens' voices and broadened their participation.

⁴ The good practice has been documented in the UNFPA **publication "Compilation of good practices: advancing** sexual **health reproductive rights in the UPR process" to be** released in 2016.

National reports, documenting recommendations from these consultations, were prepared and submitted to the UN Development Group. **Zambia's timely and** qualitative inputs to the global process were used as examples in the global 'Delivering the Post-2015 Development Agenda report. This has placed the Government of Zambia and



the UNCT at the forefront of the global level SDG process. The Communications Specialist designed and facilitated this campaign with the support of the UN Communications Group and the Monitoring and Evaluations (M&E) Specialist in the RCO.

Enhanced Communications and Knowledge Management for the UNCT and partners

A provision for enhanced communications and knowledge management services was ensured for the UNCT and partners under the UN Coordination Support project. A concrete result is the design and launch of the One UN Website that serves as a repository of UNCT documents, including advocacy materials, policy papers and programme frameworks. The website also provides virtual communications and a knowledge sharing space for the UN's interagency groups, and serves as a link to various other specific global and national-level UN websites. This has facilitated knowledge sourcing and management for the UNCT and partners. The website was reached by over 5000 people, with over 2000 new visitors, on average per month in 2016, this is an increase from 2015 when over 1200 new visitors accessed the website per month. The website was designed and maintained by the RCO Communications Specialist.

Consistent One UN Policy, Expression and Guidance

UN in Zambia efforts under this result area were focused on finding the strategic niche for its operational activities in a Lower Middle Income Country (LMIC) that faces chronic development challenges such as widespread poverty and inequalities, together with diminishing Official Development Assistance (ODA) as a result of its LMIC status. The RCO, in particular the Head of the RCO ensured substantive support to the RC and UNCT in conducting required analysis and formulating UN policy positions on specific development issues.

Provisions of strong policy advices and guidance for the UNCT and partners

The period of transition for a country entering a LMIC status is widely recognised as being a challenge both for the country and for development partners. In particular the gap that quickly emerges between continuing development needs and the reality of diminishing available resources, as ODA and concessional finance options reduce. Recognising this development paradox of a Lower Middle Income Zambia that has had wide spread poverty and inequalities, amidst robust economic growth for the past few years, the UNCT made deliberate efforts to focus its activities from downstream to a more upstream, policy advisory and capacity-building portfolio. The RCO ensured analytical support to the UNCT in-country processes, and also provided inputs to the design of a Regional UN Development Group Strategy of Support to Middle Income Countries in Africa.

To shift gear more to a policy advisory role and to enhance shared results, the UNCT formed a Policy Advisory Group that ensured the UN policy decision, common positioning and programming are based on solid evidence and sound policy analysis. The Group lead the preparation of a Country Analysis that provided the analytical base for the Partnership Framework. Departing from the sectoral approach, the Country Analysis assessed causes and patterns of inequalities as well as discrimination and exclusion. It described the situation of groups excluded, marginalised and otherwise facing vulnerabilities and discrimination, as well as impacts of environmental degradation and climate change. The Policy Advisory Group was convened by the Communications Specialist on behalf of the RC during the prolonged vacancy of the Head of the RCO post.

Substantive support was ensured to the UNCT leadership processes in undertaking periodic bottleneck and barrier analysis on the development trends and issues for its engagement. Agreement was reached on taking forward two 'signature issues' that flow from underlying drivers of human development and MDG progress: 'Conditions of Young People' and 'Addressing inequalities' in which the UN has a comparative advantage and where its voice can make a difference. Analytical papers on these issues were prepared, which informed the UN's high-level policy engagement as well as programmatic interventions. Support for the National Youth Policy, its corresponding national action plan and a targeted Youth Empowerment Action Plan, as well as cross-UN support for a pilot youth resettlement scheme, built a particularly strong partnership. The UN Youth SWAp in Zambia set up a Youth Partnership Platform to come into operation in 2016 with the operationalisation of the Partnership Framework as a core mechanism for engaging youth - 82% of the population is under 35, making this a key group for partnership.

The national policy framework benefitted greatly by analysis and normative guidance provided by the UNCT. The UN supported Zambia's strategic engagement in the global SDG process leading up to the Sustainable Development Summit. Zambia's international position, including the President's statement at the Sustainable Development Summit, high-level events co-chaired by Zambia and Zambia's National Voluntary Report to ECOSOC *("From MDGs to SDGs")*, were informed by studies and analysis supported by the UNCT. **The active use of the UN's** MDG Report 2013 in ongoing budget discussions are a testament to the value placed on the policy analysis provided. The findings of the 2013 MDG Progress Report were discussed in Parliament, which was followed by provincial level MDG data analysis, providing evidence for planning local development budgets and expenditures for 2014-2015.

Across the five UNDAF Outcome areas⁵, the UN provided guidance on international standards in the formulation or revision of sectoral plans and policies. These include: the National Food and Nutrition Strategic Plan; the Maternal Neonatal and Child Health road map; the National Newborn framework, an 8-year family planning scale up plan; the Adolescent Health Strategic Plan; comprehensive sexuality education incorporated in the national curriculum; the National Social Protection Policy; the National disaster management policy; the national agricultural Policy; maize marketing and voluntary land tenure guidelines; monitoring and evaluation guidelines for the Ministry of Agriculture and Livestock (MAL). A set of joint UN policy briefs, including 'minimum wage: opportunities and challenges'; sustainable development - the future we want: Rio+ 20; climate change: barrier to attaining food security; and HIV prevention and youth, were prepared. These policy briefs provided guidance to the above mentioned national policies.

One Programme Framework – Results Based Joint Programming and a strategic set of UN Joint Programmes

In 2012, the UN General Assembly Resolution 67/226 on the Quadrennial Comprehensive Policy Review (QCPR) of 'UN operational activities for development' provided policy orientations for UN to further reform

⁵ HIV and AIDS, Sustainable Livelihoods, Human Development, Environment and Disaster Risk Reduction and Response, Good Governance and Gender Equality

at the country level. Resolution 67/226 called for a more strategic and coherent results culture across the UN system, driven by interventions based on clear results frameworks to safeguard the future sustainability of UN support to countries. A number of results were achieved under this area of work through the **UN** Coordination Support Project as UNCT processes were facilitated by a collective team effort of the RCO.



Signing of the Zambia-UN Sustainable Development Partnership Framework Photo: UN Zambia, 2015

Innovative Joint Programming and Programmes provide greater focus on results:

In keeping with the QCPR recommendations, concerted efforts were made in 2012 and 2013, to give a strong focus on results around the five UNDAF Outcomes and to reduce transaction costs for the GRZ and the UN. For the first time from 2012, joint annual reviews of the joint programme results with the GRZ were conducted. These Joint Reviews that have replaced individual agency review processes, reduced transaction costs for the GRZ and the UN, enabled constructive GRZ-UN discussion on the most effective practical ways of working together, and provided strategic direction to the UN operational activities in Zambia. The Joint Review processes were supported by the RCO M&E Specialist.

Departing from the agency-specific numerous projects approach, five well-funded UN Joint Programmes were designed and implemented. The Joint Programmes provided a greater focus to the achievement of impactful results that contributed to UNDAF Outcomes:

- UN Joint Programme on Gender-Based Violence (2012-2016) with six UN agencies for a total of \$ 6.1 million funded by Ireland and SIDA.
- UN Zambia Green Jobs Programme (2013-2017) with five agencies for a total of \$12.2 million funded by Finland.

- Joint Programme on Sustainable Livelihoods for Young People (2013-2016) with two agencies for a total of US\$6.9 million, funded by SIDA.
- Maternal Neonatal and Child Health, Millennium Development Goals (MDG) initiative Joint Programme (2013-2016) with three agencies for a total of Euro 41.5 million by the EU.
- Protecting migrant children from trafficking and exploitation joint programme (2013-2016) with two agencies for a total of Euro 2.5 million by the EU.

From Delivery of Assistance to the Partnership for Sustainable Development

One of the most important achievements made under the Coordination Support Project is the formulation of **a 'high-quality' Zambia**-United Nations Sustainable Development Partnership Framework (the Partnership Framework) 2016-2021. The Partnership Framework was the result of a complex consensual, negotiated process that involved the GRZ, UN Agencies and partners, including representatives of right-holders, guided by the strategic advice, analytical drafting and consensus- building support that the RCO ensured to the Resident Coordinator and the UNCT. In particular, support from the Communications Specialist, the Monitoring and Evaluations Specialist and the Human Rights Adviser were crucial. The Partnership Framework process promoted the right to participation of people in development and created a firm ground for the implementation of UN operational activities from 2016.

The Partnership Framework is transformative in that it shifted the UN focus from UN 'development assistance' to a 'multi-stakeholder partnership' approach in view of Zambia's lower Middle Income status and Agenda 2030 context. The Partnership Framework is innovative in introducing indicators that aim to measure results that are transformative in nature. It facilitates the implementation of most of the core elements of the new DaO Standard Operating Procedures (SOPs). The signing of the Partnership Framework in 2015, at by the Vice President signifies the Government leadership's commitment at the highest level to the GRZ-UN partnership in the SDG era.

Strengthened review and follow up improves sustainability of results

Recognising that the ability to demonstrate shared results against resources is essential for the sustainability of the DaO, the UNCT reporting was strengthened through the support of the interagency Monitoring and Evaluation Working Group. A joint UNDAF work plan and monitoring tool was used for all Outcome Groups to develop work plans with clear joint results which were reviewed periodically. This enabled the UNCT to focus on key priority areas affecting national development, where the UN had comparative advantages, and where combined efforts could generate greater impact. The M&E Group, chaired by the RCO M&E specialist actively supported the UNDAF Outcome Groups to ensure that reporting against common results was wellarticulated in the quarterly, mid-year and end-year reviews. The Group also conducted training to develop capacity in Results Based Management (RBM) to enhance the skills of UN staff and partners, including the Government ministries' staff. The Group has continued to provide support to the new Ministry of Planning separated from the Ministry of Finance in 2015 and to play an active role in monitoring overall national development trends and results across sectors. As members of the Cooperating Partners

Group on Monitoring and Statistics, the UN M&E Group has also provided input into the Governmentwide M&E project being led by DFID.

Effective Aid Coordination, Predictability and Transparency

Important results were achieved in this focus area of the UN Coordination Support Project, in particular national aid coordination efforts to monitor development results. Technical advice and services provided to the UNCT, the GRZ and the Cooperating Partners Group (CPG) were ensured by the Head of the RCO and the Communications Specialist.

UN promotes policy dialogue and ensures service provision for development effectiveness

The UN coordinated its development assistance 2011-2015 under the Joint Assistance Strategy for Zambia (JASZ) II and took either a leading or an active supporting role in several sectors. The UN worked closely with the GRZ and donor partners to support the implementation of the Government Action Plan for the Post-Busan Framework. This included the development of a Mutual Accountability Framework on Aid and Development Effectiveness in Zambia, which is a country-level monitoring framework of commitments made in Paris, Accra and Busan. Together with Sweden, the Head of the RCO cochaired a Cooperating Partners group in the development of the framework.

In 2012, the UN Resident Coordinator held the rotating Chair of the high-level CPG, which brings together many development partners in Zambia. In November 2012, the UN as CPG Chair revived and organised a High Level Policy Dialogue (HLPD) between Government and partners on 'Diversification for the Transformation of the Zambian Economy'. The RC's Office as the CPG Secretariat facilitated CPG processes, including the facilitation of the high-level dialogue and drafting of the report. Key recommendations that have been taken up for action include: market reforms in the agricultural sector, particularly related to maize pricing; diversification of the manufacturing sector; enhanced national project appraisal capacity; investments in innovations and

technologies that will 'leapfrog' progress

in energy, water and sanitation, health and education; support to tax reforms; and a strategic plan on land related to ownership, law and utilization.

To ensure transparency of the work of all the UN agencies, the UN submitted a report on the UN disbursements of funds, by project, to the Ministry of Finance on a quarterly basis. The RCO Coordination Associate provided secretariat and information management support to the UNCT. **Zambia's participation in the** international conferences on development effectiveness and global processes was supported by the RCO.



Sustainable Development Goals remain at the core of public dialogue in Zambia

A common approach to national capacity development

The UNCT spearheaded efforts in partnership with the Ministry of Finance to scope and support the evaluation of capacity development results, within the Fifth National Development Plan 2006-2010 as a pillar for economic and social development. The results provided the basis for embedding more grounded capacity development strategies to strengthen national systems through the Sixth National Development Plan (SNDP) 2010-2016. In mid-2013 the GRZ undertook an intensive exercise to revise and align the SNDP with its priorities. This resulted in the development of an implementation plan with indicators (to be reported on monthly), baselines and targets for each sector. Decentralisation and public financial management systems were strengthened in the revised SNDP and the systematic monitoring and evaluation of the Plan, including the capacity development of strengthened national systems, became a clear priority.

⁶ Examples: The cost of the non-VAT and tax free fuel for official transport was reduced by 50 per cent; the cost for conference services and facilities through Long-Term Agreement was reduced by 10 per cent.

The RCO ensured coordination support to the Ministry of Finance in conducting the capacity development evaluation.

Harmonised Business Operations

The UN developed a Business Operations Strategy as a guiding framework towards harmonisation of common services as a means of improving business efficiency. The UNCT identified 35 activities, within the categories of administrative services, human resources, Information Communications Technology, procurement and finance, that could be harmonised across the UN agencies in order to maximise efficiency. Of these, sixteen have been operationalised as joint UNCT activities. These include common banking services, common office supply companies, common clearing and shipping, common travel agreements, common printing facilities, conferencing facilities, fuel supply and vehicle maintenance. The saving on financial and human resources from this approach was estimated to be between 10-50 per cent in specific business transaction⁶ by the end of the current UNDAF cycle in

2015. However, due to lack of a baseline and a consolidated cost data for assessment of savings, the analysis to show the efficiency gains was not recorded. UNDP, UNFPA and UNICEF have adopted the Harmonized Approach to Cash Transfers (HACT). Macro and micro assessments have been undertaken, together with a joint assurance plan for government partners. The RCO Coordination Officer managed results in this focus area.

Progress towards One Leader

In 2013, a UN staff survey revealed that there was limited inter-agency accountability and commitment to the DaO approach and work. To respond to the findings of the staff survey the RCO facilitated a number of UNCT dialogues that have created a space for the RC and the UNCT to share leadership roles. The complex SDG-related outcomes in the Partnership Framework have led to the establishment of innovative multi-sectoral Results Groups, each led by a Head of Agency. The strategic strength of this approach is recognised by cooperating partners, including non-traditional partners, and the new joint investment style of funding is designed to bring a more outcome-focused business orientation. The UNCT dialogues also identified key strategic steps to further build and nurture a One UN team. The RCO facilitated the implementation of the UNCT decisions, including the development of a UN induction kit for new Heads of Agency and UN staff members; the facilitation of periodic Delivering as One sessions for UN agency staff; development and adoption of a UN in Zambia Staff Charter; development and approval of a UN in Zambia Management Arrangement that outlines agreed roles and responsibilities of the UN DaO structure in the country; and introduction of a provision for staff to include their performance within a DaO structure as part of their annual appraisal.

Financial summary of Delivering as One Project

A total of over USD 3.9 million was received from various funding sources for the delivering as one project in Zambia, and by the end of 2014, over USD 3.6 million had been spent. The annual delivery rate for the UN Coordination Support Project was at 92 per cent for 2012-2015. The actual spending began a year later although the project period covers the period between 2011 and 2015.

		Report - 2011-2			
Support to the Office of the Resident Coordinator for DaO					
	PTC	oject: 00080198			
			USD		
	Sweden	Ireland	UNCT	DOCO	Other
Item					
Opening Balance:		-	-	-	-
Received Funds	956,207.00	1,281,692.00	656,680.00	1,004,506.00	75,000.00
Available Funds in 2012:	956,207.00	1,281,692.00	656,680.00	1,004,506.00	75,000.00
Detail Expenditures:					
Activity					
Results Based Joint Monitoring	113,582.00	234774.9	56,789.09	237,811.80	
Effective UN Coordination	5,667.78	4511.99	2,988.00		
Joint Capacity Development	50,781.78	73398.63	233,877.67	98,776.33	
Policy Research, Analysis and guidance	65,711.78	66713.88			
Joint UN Advocacy	55,688.44	291,773.77	234,778.00	130,778.34	
Harmonised UN Business Operations	1,456.90		13,450.00		33,500.00
RCO Support Staff	452,677.89	568,000.71	88,000.00	533,988.49	
Total Expenditures	745,566.57	1,239,173.88	629,882.76	1,001,354.96	33,500.00
Closing Balance in 2015:	210,640.43	42,518.12	26,797.24	3,151.04	41,500.00



CHAPTER III

Key challenges and Recommendations

The following are the key challenges faced in implementing the Delivering as One approach in Zambia during the UNDAF (2011-2015):

- The UNDAF (2011-2015) was developed in 2010 before the UN in Zambia agreed to implement the Delivering as One approach, hence some of the agencies' work was not captured in the UNDAF. In addition, the planning of the UNDAF was not done jointly but was a retro-fit of individual agency activities/plans into one plan. Hence the results chain lacked a clear causal association between outcomes and outputs.
- Different policies, rules and regulations by UN agencies (from agency HQ) hampered harmonisation, especially for joint programmes and business practices.
- There were wide variations in the understanding of the Delivering as One approach, mainly due to staff mobility hence a need for continuous orientation.
- There was a lack of a baseline for UN transaction costs, and therefore savings in harmonised business practices were difficult to quantify.

The following are the five core recommendations made by an independent evaluation in 2014. The most of core recommendations have been already integrated into the design process of the Partnership Framework and in on-going work to operationalize it.

 To strengthen and simplify the monitoring and evaluation framework to measure results at impact level;



UN Zambia provides special focus on young people's issues in its work. A Zambian girl at the UN House attending an event to discuss about issues of girl child in Zambia.

- To develop a common budgetary framework and joint resource mobilisation strategy;
- To strengthen programming and operations through implementation of a Business Operation Strategy for efficiency gain;
- To strengthen capacity of the RCO in core functions, including strategic planning, policy analysis and advocacy, programming and operations;
- To develop a common brand of the UN DaO as a provider of high quality evidence-based policy advice;
- To act as a capacity builder to strengthen people's participation in the national development process, and enhance their role in public accountability.



The Way Forward for Delivering as One

In 2016, the UNCT began implementation of the new Zambia-United Nations Sustainable Development Partnership Framework 2016-2021 that reflects the collective aspiration of the UN in Zambia and the government to transform the development status of the country. Inspired by the vision and ambition of the sustainable development agenda, and taking account of progress already achieved towards the MDGs, the Partnership Framework sets the stage for UN's shared vision for the next six years.

As the Partnership Framework abides fully by the new Delivering as One Standard Operating Procedures (SOPs), it requires significantly strengthened commitment to DaO from UN agencies. While making the UN development system more transparent, better oriented toward common results, and more accountable, the SOPs will also enable a more complete system-wide alignment of the UN contribution in country with national development priorities and plans. The SOPs have universal applicability and are a practical means of implementation for the post-2015 development agenda⁷.

In support of the effective implementation of the Partnership Framework and the SOPs the UN in Zambia has developed a strategy to strengthen the DaO approach going forward; namely the 'UN **Delivering as One Transformation Support Strategy'.** This strategy facilitates the implementation of the second generation of DaO in Zambia. It supports transformation of the UN business model, as required by the complex, indivisible and inter-dependent SDGs. Based on this strategy, the project aims at better organisation the UN system to provide **effective and efficient support to Zambia's priorities**, as well as piloting innovative ways of working in the new LMIC context. Specifically, the project will allow the UNCT and cooperating partners:

- to focus national and international actors on SDG-related priorities in a strategic manner;
- to reach out to non-traditional partners, including the private sector,
- to ensure a coherent response to Zambia's national priorities;
- to develop and disseminate shared messages about Zambia's progress and priorities at the international level.

The 2014 UNDAF and DaO Evaluation Report underscored that UN coherence is possible only through equally functional DaO pillars, and that none of them can work well in the absence of another:

- An empowered UN Resident Coordinator to represent the whole UN development system and ensure UN accountability to both the government and cooperating partners,
- An effective UNCT to lead joint UN planning and coordinate the implementation and reporting for effective development results, and
- Adequate technical capacity within the RCO to support joint UN processes and functions of the UNRC and UNCT.

⁷ Delivering as One Standard Operating Procedures, Preface by the UN Development Group Chair, Ms. Helen Clark

The RC and UNCT recognise the need to strengthen these three pillars further, in order to make the implementation of the ambitious Partnership Framework a reality. Members of the *Friends of Delivering as One Group*, who have contributed to the implementation of the first UN Coordination Support Project need to sustain their support and new members would be welcome to join this collective effort to achieve the SDGs by 2030. The gains made so far can be sustained and further advanced only if robust technical support and service provision is maintained within the RCO. The UNCT will further strengthen its partnerships with all stakeholders for this new project. Although the three pillars indicated by the 2014 Evaluations constitute the institutional mechanisms required for DaO, it is equally important to recognise that DaO is an approach to thinking, behaving and working, which entails changing the way our business is done: and in the **UN 'business'** is done by all staff members. Therefore, the UNCT, under the next UN Coordination Support project, aims to strengthen the DaO even further by ensuring all staff members are fully engaged in the changes taking place and how they, as individuals, can contribute to successful implementation.



ANNEX

Annex 1: Progress on the Delivering as One Results framework

Outcomes/Outputs	Indicator (Baseline, Target)	Progress Against Target
Results-based UN joint programming, monitoring & reporting for enhanced accountability	Extent to which UNDAF annual milestones are achieved as planned	2013 : 65 % completed
	(Baseline N/A, Target: 70 %)	2014: 89% completed
Activities	Proportion of UN joint programmes undertaking at least one joint GRZ-UN monitoring visit annually	100%
Develop and implement UN joint programmes	(Baseline: N/A, Target: 100% annually)	
Establish harmonised management and monitoring/reporting mechanisms	Proportion of UN joint programmes undertaking terminal evaluations as per schedule	100%
Conduct evaluations of joint programmes	(Baseline: N/A, Target: 100%)	
Undertake joint monitoring and evaluation of the UNDAF	Proportion of annual UN joint programmes disbursements to total UN	10 % (2013)
Establish monitoring data base of UNDAF outcomes	disbursements	
Conduct annual DaO and UNDAF planning and reviews with	(Baseline: N/A, Target: 40 %)	
Government	DaO and UNDAF reviews undertaken with all key Government counterparts and UN	2012, 2013 and 2014.
Develop joint resource mobilisation strategy	(Baseline: N/A, Target: Yearly)	
	UNDAF indicators database developed and updated annually	UNDAF indicator database developed but
	(Baseline: No database, Target: Annual updates)	not used fully
	Evaluation of UNDAF 2011-2015 conducted	Conducted in 2014
	(Baseline N/A , Target: Yes (2014))	
	Joint resource mobilisation strategy endorsed	Joint resource mobilisation strategy
	(Baseline: N/A, Target: Yes)	endorsed(2013)

Effective UN aid coordination and transparency allowing for	UN Division of labour developed and endorsed	UN Division of labour endorsed.(2011)
overview and optimal contribution of programmes and resources	(Baseline No (2010), Target: in place (2011)	
Activities Develop UN internal division of labour drawn from the Government-Cooperating Partners' Division of Labour Ensure linkages and effective communication between UNDAF Outcome Groups and Sector Advisory Groups/Cooperating Partners Sector Groups	Extent of implementation of principles of UN division of labour on participation and representation in sector coordination under the SNDP/ JASZ (Baseline: N/A, Target: High) Proportion of resident agencies providing annual disbursement data	UN Staff Survey was conducted in April 2013. Based on the findings from the survey, the performance of the implementation of the Division of Labour principles by the lead agency in the relevant sector groups (CPs and GRZ) is well commended. 100 %
Active engagement of UN in Cooperating Partners Group and Mutual Accountability Group	(Baseline TBA, Target: 100) Proportion of non-resident agencies providing annual disbursement data	60 %
Consolidate data on UN allocations, core/non-core resources, projections and disbursements Submit UN aid data as per Government requests	(Baseline: TBA, Target: 100) Submission of UN aid flow data to GRZ (Baseline: N/A, Target: annually)	Every quarter UN aid flow data has been consolidated and submitted to GRZ.
Mapping of the 3W ('Who does What and Where') of UNprogrammes and geographical presenceContribute to Government-Cooperating Partners MutualAccountability Framework and Government post-Busan	3W ('Who does What and Where') mapping of UN programmes and geographical presence (Baseline: N/A, Target: Up to date mapping)	Data was collected but no mapping was done as RCO does not have the map application (GIS)
action plan	Mutual Accountability Framework signed by GRZ and CPs, including UN System (Baseline No framework (2010), Target: Framework signed (2013))	Mutual Accountability Framework developed and signed with GRZ
A coherent UN approach to capacity development for effective national institutions and systems	FNDP Capacity Development evaluation completed (Baseline: No (2010), Target: Yes (2013)	FNDP Capacity Development evaluation completed
<u>Activities</u> Support GRZ in undertaking capacity development evaluation, which also captures the UN contribution	Extent to which the UNDAF captures a coherent capacity development approach (Baseline: N/A, Target: High)	Capacity development is one of the programming principles for UNDAF 2011- 2015. UNCT to come up with a strategic plan for implementation of CD in the new Partnership Framework (2016-2021)
	UN support to South-South Cooperation documented	Reported in UNCT Annual reports

Agree on UNCT management response to recommendations of capacity development evaluation	(Baseline: N/A, Target: Annual)	
Annual mapping and inter-agency information sharing on UN support to south-south cooperation Annual mapping and cross-agency information sharing on UN	UN support to promotion, transfer and adaption of new and emerging technologies documented (Baseline: N/A, Target: Annual)	Case studies of real time monitoring technologies in programming in Zambia documented and shared with HQ (Participatory monitoring report)
support to promotion, transfer and adaption of new and emerging technologies Coordinated UN support to national statistical and M&E systems	Mapping of UN support to the national statistical system (Baseline: 2010, Target: Annual)	Mapping of UN support to the NSS undertaken for 2011 and 2012 and 2013.
	Extent of coordinated UN support to the national statistical system (Baseline: N/A, Target: High)	UN coordination on support to Zambia Demographic Health Survey (DHS) and coordinated inputs to the development of the National Strategy on Development of Statistics (NSDS)
Consistent UN policy research, analysis and guidance to inform national policies and strategies	Extent of joint UN analytical works produced (Baseline: N/A, Target: High)	Medium extent
Activities Formulate joint UN positions on emerging policy issues	Number of UN joint policy briefs/papers produced annually (Baseline: 0 (2010), Target: 5)	4 UN joint policy briefs produced on climate change and food security; HIV prevention for young people; sustainable development; and minimum wages
Prepare UN policy briefs Develop UN inter-agency research and evaluation agenda in coordination with GRZ	UN inter-agency research and evaluation plan produced annually (Baseline: N/A, Target: Annually)	2013 and 2014
Outcome group engagement on policy dimensions of UNDAF thematic areas	Extent of linkages between Government and UN research and evaluation plans (Baseline: N/A, Target: High)	Research and Development department in Ministry of Finance non-functional
Coordinated UN advocacy and communication strategies for effective promotion and public engagement on MDGs and human development	UN Communication Strategy 2011-2015 developed (Baseline: No, Target: Yes (2011))	UN Communication Strategy 2011-2015 endorsed
	Level of media coverage and public engagement in MDG campaign (Baseline: N/A, Target: High)	MDG analysis and messages embedded in public debates and UN messaging

Activities	Level of media coverage and public engagement in Post 2015 consultations	High
Develop and implement UN Communications Strategy 2011-2015	(Baseline: N/A, Target: High)	
Undertake MDG campaign Undertake consultations on Post 2015 Development Agenda Develop tools for active UN advocacy through social media	Extent to which UN programmatic and policy work is captured in One UN advocacy and communications (Baseline: N/A, Target: High)	UN Newsletters and media advocacy capturing UNDAF programmatic results and policy work.
Coordinate inter-agency efforts to mark identified UN days Engage with media on development issues	UN interactive programmes with media (Baseline: 2 (2010), Target: Quarterly)	Media interactions on UN programmes were organized as and when needed
	Joint UN statements prepared for selected UN days (Baseline: Ad hoc (2010), Target: All selected UN days)	Joint UN statements prepared for all selected UN days
	Quarterly UN Newsletters produced; (Baseline: Quarterly (2010), Target: Quarterly)	UN Newsletters produced every quarter at a minimum
	One UN website re-structured and maintained (Baseline: N/A , Target: functional website)	One UN website restructured and functional
	Teamworks spaces have up-to-date records (Baseline: N/A, Target: Yes)	Teamworks spaces updated on ad-hoc basis
Enhanced human rights and gender mainstreaming in UN programming and national development processes	Review undertaken of UNDAF Outcome Groups annual workplans for integration of human rights and gender equality principles (Baseline: N/A, Target: Annually)	Annually
Activities Undertake capacity development for UN and partners on human rights and gender equality standards and principles Support GRZ in the implementation of recommendations of	Extent of capacity development of UN inter-agency groups and government counterparts on human rights and gender equality mainstreaming (Baseline: N/A, Target: Training, information sharing, guidance)	High
international human rights bodies	Extent to which human rights and gender equality dimensions are captured in UNDAF and joint programme evaluations (Baseline: N/A, Target: 100%)	Human rights and gender equality dimensions addressed in evaluation in the UNDP and UNICEF Mid-Term Reviews conducted in 2013

 Facilitate and follow up on recommendations of monitoring missions of UN Special Rapporteurs and independent human rights experts Produce and disseminate human rights and gender equality fact sheets Share information on global HR guidance, reports of treaty bodies and special procedures across UN agencies UNCT Gender Scorecard assessment conducted 	Proportion of UNCT Gender Scorecard dimensions with a score of 3 or higher (Baseline: N/A, Target: 50 %) Extent of UN support in the implementation and monitoring of international human rights treaties (Baseline: N/A, Target: High extent) Country visits of UN special rapporteurs/independent experts supported as requested (Baseline: All Target: All)	N/A. UNCT Gender Scorecard not done Medium Country visit of UN Special Rapporteur on Extrajudicial, Summary or Arbitrary Executions (23-24 March 2011) UN Special Rapporteur on Violence against Women – 2015
UN business operations harmonised for efficiency gains and reduced transaction costs	Business Operations Strategy developed and endorsed (Baseline: N/A, Target : Endorsed (2013)) Extent of implementation of the Business Operations Strategy annual work	Business Operations Strategy endorse (2013) 64 %
Activities	plans	
Undertake business processes mapping and common services cost-benefit analysis	(Baseline : N/A, Target : 80 %)	
Undertake procedures to make UN Zambia HACT compliant Undertake joint procurement Implement ICT strategy Develop strategy for UN business operations Develop human resources database	Number of harmonised business practices in place (Baseline: 6 (2010), 25 (2015)) Number of inter-agency MOUs in place (Baseline: 1 (2010), Target: 5 (2015)) Number of LTAs in place	14 0 16
	(Baseline: 15 (2010), Target: 25 (2015))	
	Number of common services with cost-benefit analysis (Baseline: 0 (2010), Target: 10 (2015))	0
	Number of common services with calculated savings (Baseline: 0 (2010), Target: 10 (2015))	0
	Human resources database in place	An Excel spread sheet with a collection of data of consultants used by UN agencies in

	(Baseline: (0), Target: Yes)	Zambia is gathered. Online database to be created later
Strengthened mechanisms to promote inter-agency	Signed UN Code of Conduct	UN Code of Conduct signed in 2011
accountability and strategic leadership	(Baseline: No doc (2010), Target: 2011 Signed doc)	
Activities	UN Country Team scoring in One80 assessment	UNCT scoring in 2011: 3.61/3.77
Develop and implement the UN Code of Conduct	(Baseline: 3.70/3.72 (2010), Target: 4.0/4.0)	UNCT scoring in 2012: 3.42/3.79
Design and implement system for inter-agency performance appraisals		UNCT scoring in 2013: 180 not conducted as the UNDG Regional Director's Team decided to revise the tool. The assessment shall
Prepare induction kit for new Heads of Agency and UN staff		resume with a new tool in 2016
members	Zambia Management and Accountability Framework in place	Zambia Management and Accountability Framework endorsed in 2011
Hold DaO sessions with UN agencies	(Baseline: No doc (2010), Target: 2011 endorsed doc)	
Sensitize UN staff on the role and mandate of UN system, UN reform and UN Zambia Code of Conduct	UN staff perception of performance of lead agencies per UN internal Division of Labour principles	High (UN staff survey 2013)
Develop and regularly update Zambia Management and Accountability Framework	(Baseline: N/A, Target: High)	
Develop and implement UNCT Knowledge Management	UN Induction kit in place	UN Induction kit produced (online)
working paper	(Baseline: No induction kit (2010), Target: 2013 completed induction kit)	
Use Teamworks spaces for inter-agency knowledge sharing	Extent to which UN staff with inter-agency responsibilities have these responsibilities captured in agency specific performance plans/appraisals	Moderate
	(Baseline: N/A, Target: High)	
	DaO and UNDAF steering committee in place and functioning according to agreed modalities	Committee was not established.
	(Baseline: N/A, Target: Functional)	
	Civil Society Advisory Committee in place and functioning according to agreed modalities	Not established
	(Baseline: N/A, Target: Functional)	
	Bi-annual meetings held with 'Friends of DaO group'	Bi-annual meetings held with 'Friends of DaO group' (2012, 2013)

(Baseline: N/A, Target: 2 per year)	1 in 2014 and 1 in 2015
Extent of effectiveness of communication channels for learning about DaO approach for UN staff	High (UN staff survey)
(Baseline: N/A, Target: High)	
% of staff who perceive having knowledge of DaO principles (Baseline: N/A, Target: 50%)	Average (UN staff survey)

Credits: Project Coordinator: Rekha Shrestha, Communications Specialist Drafting support: Vimbainashe Mukota, M & E Specialist Editing support: Paul Thomas, Head of the Resident Coordinator's Office Photos: JJ Arts Zambia for the UN Resident Coordinator's Office in Zambia Printing: XXX

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