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SUMMARY REPORT OF THE MID-TERM EVALUATION OF COUNTRY PROGRAMME—ZAMBIA (1998–2002)

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Note to the Executive Board



This document is submitted for consideration to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Executive Summary



The goal of the evaluation was to assess whether the country programme approach had been an effective tool for formulating and implementing WFP assistance to national development and relief programmes. The evaluation found that there was a strategic focus on the most vulnerable areas and groups, and a certain degree of coherence and complementarity in the Zambia Country Programme (CP). The CP is compatible with national policy on food security, and is consistent with WFP's Enabling Development policy, as well as being relatively well integrated within the relevant national development strategies and programmes. There is strong government ownership of and involvement in the CP activities, but institutional arrangements for CP oversight do not allow for adequate WFP participation and have given rise to confusion in the formulation and execution of programme activities. In order to render food aid an effective input for promoting long-term development and compliance with the Enabling Development policy, action must be taken to ensure adequate funding of development support costs and the provision of the necessary complementary resources (funds, staff and other inputs). There is still a role for food aid in Zambia because of the continued existence of household food insecurity, which is exacerbated by HIV/AIDS, gender inequality, increasing numbers of refugees and rising poverty.

Draft Conclusion



The Board notes the recommendations contained in this evaluation report (WFP/EB.3/2001/6/1) and notes also the management action taken so far, as indicated in the associated information paper (WFP/EB.3/2001/INF/11). The Board encourages further action on these recommendations, taking into account considerations raised during the discussion.



RATIONALE FOR WFP FOOD AID

1. Zambia has gone from being one of the most prosperous countries in sub-Saharan Africa to being one of Africa's poorest countries, with low economic development, declining incomes, increasing poverty and social indicators falling at an alarming rate. The decrease in the standard of living was most pronounced in the 1980s, and was fuelled by declining copper prices, since copper accounts for 80–90 percent of Zambia's export earnings. Inappropriate macroeconomic policies and heavy public-sector involvement in the economy led to slow adjustment and poor economic performance throughout the 1980s. In 1987, the per capita gross domestic product (GDP) was only one third of its record high of 1981, and real per capita GDP declined by 2.7 percent per annum between 1965 and 1987. (Since 1991, however, the rate of decline in per capita GDP has slowed to an average of 2 percent per annum.) The situation has been further exacerbated by the rise in oil prices. Thus, in 1998, the per capita GDP stood at US\$330 and was below the average of US\$480 for sub-Saharan Africa.
2. Zambia's population of an estimated 11 million (2000) is of low density (about 14 inhabitants per square kilometre), unevenly distributed (with roughly one third of the population concentrated in the Lusaka and Copper Belt provinces, on 7 percent of the total land area), and relatively urbanized (40 percent). The country's economy is based on services (50 percent of the GDP), manufacturing/mining (30 percent of the GDP and 80 percent of exports), and increasingly on agriculture (18 percent, up from 12.7 percent in 1991), and it is particularly vulnerable to the recurring natural disasters.
3. Between 1991 and 1998, while the incidence of both overall and extreme poverty declined in the rural areas, it rose by 7.4 and 3.9 percent, respectively, in urban areas. Still, in 1998, of the 73 percent of the population estimated to live in absolute poverty,¹ 81 percent lived in rural areas and 56 percent in urban areas. That year, between 70 and 80 percent of the people in each area were destitute or ultra poor, with consumption expenditure at 69 percent or less of the poverty line.²
4. Although Zambia has good agricultural potential, there are significant food insecurity problems in the country. Recurrent droughts, poor rural infrastructure and low incomes and investments have contributed to slow growth in agriculture and food production, particularly in drought-prone areas in the western provinces and parts of the southern and eastern provinces.

SCOPE OF THE EVALUATION

5. This report is based on the work of an evaluation mission that visited Zambia between 23 October and 21 November 2000.³ The main goal of the evaluation was to assess

¹ The *poor* are defined as those people who spend at least 70 percent of their household budget on the basic food basket. The *core poor* are defined as those whose household budget is less than that required for the basic food basket. K47,187 per adult equivalent, monthly household expenditure at 1998 prices. (US\$1=K1,670 in June 1998.)

² Less than K32,861 per adult equivalent, monthly household expenditure at 1998 prices.

³ The mission was composed of a Team Leader, FAO; a WFP Evaluation Officer; and two national WFP consultants.



whether the CP approach had been an effective tool for preparing and implementing WFP assistance to national development and relief programmes, and to determine whether this strategy was likely to lead to better results than those of the previous project approach. This report is an assessment of the suitability and effectiveness of the country programming approach for ensuring that WFP activities possess the four qualities of integration, concentration, coherence and flexibility sought through the application of a new process (together with the Government and all other key stakeholders) of joint programming and activity preparation.

OVERVIEW OF THE COUNTRY PROGRAMME

Objectives of the Country Programme

6. The Zambia CP has two long-term development goals and four related, lower-level principal objectives. The goals, which correspond with Enabling Development policy objectives 1 and 3, are:
 - to improve the nutrition and quality of life of the most vulnerable people at critical times in their lives; and
 - to help build assets and promote the self-reliance of poor people and communities.
7. It is assumed that these goals will be attained by actions designed to:
 - provide a safety net through short-term employment, etc.;
 - improve food access through supplementary feeding;
 - provide food assistance under both preventive and coping programmes, with the aim of mitigating the current and future impact of HIV/AIDS on household food security; and
 - assist the Government in maintaining an emergency response capacity for recurrent droughts and providing assistance to refugees.
8. The CP targets 457,210 beneficiaries through the utilization of 57,203 tons of food for the 1998–2002 period, at a total cost (including direct operational costs, direct support costs [DSC] and indirect costs) of US\$31.9 million.
9. It was also envisaged in the CP that a contingency amount of US\$4 million might be required “to feed a possible influx of 80,000 refugees, given the political uncertainty in neighbouring countries”.

Activities and their Relation to the Country Programme: Integration, Concentration, Coherence and Flexibility

10. The CP's activities include:
 - Basic Activity 1: Urban Food for Assets (UFFA);
 - Basic Activity 2: Rural Food for Assets (RFFA);
 - Basic Activity 3: Supplementary Feeding (SF);
 - Supplementary Activity 1: Food Aid Facility (Girls' Education and Micro Projects Fund);
 - Supplementary Activity 2: Disaster Mitigation and Management; and



- Supplementary Activity 3: Vulnerability Analysis and Mapping.
11. The principal benefits expected to accrue from the country programming approach are fourfold:⁴
 - **Integration:** WFP's core CP activities will be consistent with and targeted to the stated strategic priorities of the Government and other United Nations agencies within the United Nations Development Assistance Framework (UNDAF).
 - **Concentration:** Food aid will be targeted to the poorest regions and the most food insecure households, and used to support the most appropriate activities in the given socio-economic context.
 - **Coherence:** There will be a high degree of complementarity and internal linkages among the main elements of the CP, and the CP will be linked externally to other government and donor development activities.
 - **Flexibility:** Resources will be able to be switched between activities within a CP.
 12. It is thus necessary to examine the Zambia CP in terms of its performance in these four areas.
 13. The evaluation mission noted that the two overall goals of the CP were clearly defined and relevant to government development priorities, and entirely consistent with WFP's new Enabling Development policy. The three core activities were deemed to be complementary and self-reinforcing.
 14. The mission found that there was a considerable degree of **coherence** among programme activities. The nature, scope and implementation modalities of the CP also appeared to have been determined largely in relation to clearly defined technical and strategic objectives (creation of community and household assets for the food-insecure poor, human resource development and disaster mitigation). There was also evidence of a deliberate bias in the CP towards a **concentration** of food aid by sector (health, education and rural development/disaster mitigation) and geographic area (to the most food insecure districts and disaster prone areas), and towards women.
 15. However, the mission concluded that the CP did not realize the full potential of programming linkages or **integration** among its core and supplementary activities or of linkages with relevant national programmes. There was room for further enhancement of the integration and internal consistency of CP activities in support of human resource development and asset-creation and those under supplementary feeding and disaster mitigation. There was also a strong rationale for building additional links among the SF, FFA, and disaster preparedness and mitigation activities within the most vulnerable districts.
 16. Under the CP, Supplementary Activity 1 foresaw a food aid facility/contingency reserve for *inter alia* emergency relief and disaster mitigation in drought-prone areas and in periods of drought. Recent droughts and floods have demonstrated the usefulness of this provision. However, differences between the food basket for development activities and that for emergencies have significantly reduced flexibility in the use of CP resources during emergencies. Moreover, the scope for such flexibility is further constrained by **current WFP budget and accounting procedures**, which are still based on the individual

⁴ To define more specific criteria against which to assess the Zambia CP, the mission came up with these expanded working definitions (for the original definitions, see CFA 38/P/6).



activities and not on the CP as a whole. This severely hampers borrowing among activities and between the development and emergency portfolios.

ASSESSMENT OF COUNTRY PROGRAMME PERFORMANCE

Systems and Procedures Supporting the Country Programme

17. Budget preparation is coordinated with the regional office, and regional meetings are held at least three times a year. (The matter of country programming procedures was addressed at a regional meeting held in June 1998.) The financial procedure by which all payment authorizations are made at Headquarters limits the Country Director's delegated authority. This will directly affect programme flexibility by rendering even more difficult, complicated and protracted the procedures for internal borrowing that are an important aspect of field programme management, and that enable WFP to respond rapidly to urgent and unplanned food needs.

Recommendation

- ⇒ Budget and accounting procedures should be consistent with the flexibility in resource allocation that the CP is intended to provide.

Funding and Resource Allocation Issues

18. The scope for flexibility in the allocation of resources (shifts among activities within the CP) is constrained by **current budget and accounting procedures** that are still based on individual activities and not on the CP as a whole.
19. In addition, a serious constraint on WFP's ability to carry out development activities efficiently and effectively is the method used for the calculation and allocation of direct support costs. In the original CP for Zambia, the full estimated costs of staffing, technical support, non-food items and other complementary resources required for implementation of all the CP activities were set out in detail and approved by the Executive Board. Since the introduction of WFP's current methodology of calculating DSC based on the tonnage of food moved in the previous year, the CP operating budget has been capped and the original estimates have not been respected. This has resulted in serious shortfalls in the human and material resources required, with detrimental effects on development activities' efficiency and effectiveness.

Recommendations

- ⇒ A more appropriate method for determining DSC for development activities should be found.
- ⇒ The two food baskets should be reviewed with a view to making them more complementary.

Internal Transport, Storage and Handling (ITSH)

20. Zambia currently qualifies for only 50-percent reimbursement of ITSH. But the country's current socio-economic conditions and fiscal constraints (operating on a cash budget under an International Monetary Fund agreement) severely reduce its ability to meet its ITSH



costs. The country has recently been added to the Food and Agriculture Organization's (FAO's) list of low-income, food-deficit countries, and has now become eligible for 50-percent debt relief under the Heavily Indebted Poor Countries Debt Initiative. Thus, its current ITSH reimbursement of 50 percent (rather than 100 percent) no longer corresponds to its socio-economic position or fiscal resource availability. In addition, the current ITSH calculations appear to underestimate the cost of distribution between extended delivery points (EDPs) and final delivery points (FDPs) in Zambia. Finally, in light of the Government's market liberalization policy, food distribution and storage may no longer be appropriate functions for public-sector implementation.

Recommendations

- ⇒ The ITSH matrix for each CP activity should be reviewed with a view to updating distribution costs between EDPs and FDPs, and Food Programme Management Unit (FPMU) staff should be given training in ITSH requirements, especially logistics planning and reimbursement conditions.
- ⇒ Consideration should be given to raising the level of ITSH reimbursement to 100 percent.
- ⇒ WFP and the Government should agree on the right strategy for food distribution to FDPs.

Human Resources

21. To fulfil the expectations laid out in the Enabling Development policy and ensure that country offices are equipped to carry out development activities as well as emergencies and protracted relief operations, **the staff complement and profile, and the logistic resources must be appropriate** for these tasks. The new programming approach presents challenges for WFP in terms of staff levels and skills for programme design, implementation and financial management and for providing support to national counterparts. Government institutions are overstretched because of reduced staff levels and high rates of attrition owing to low remuneration, retrenchment and HIV/AIDS. This places an additional burden on the country office staff.

Recommendations

- ⇒ WFP should urgently review the issue of staffing and implementation modalities with a view to providing:
 - ✍ a suitable formula for determining the required number of programme and support staff posts (functions, responsibilities and job descriptions), which would vary with the size, complexity and geographic coverage of the programme;
 - ✍ the appropriate staff profiles (qualifications and experience) and internal organizational structure of the programme unit; and
 - ✍ the minimum fixed core staffing required (both national and international) for effective programme management, irrespective of the planned (or realized) annual food tonnage, based on the scope and nature of the programme needs and national institutional capacity.



Monitoring

22. Conscious of the weakness in monitoring, the country office has installed a new monitoring and evaluation (M&E) system, incorporating objectively measurable indicators of outputs and impact. It will now be necessary for development partners and programme execution and management staff at all levels to acquire skills in the operation of the M&E system and the use of the results to enhance implementation.
23. Each implementing agency needs to maintain an M&E system tailored to its particular requirements in support of programme planning and implementation, as it is likely that the needs of WFP and its development partners may differ. As the secretariat to the body responsible for the oversight and management of the CP, the FPMU should maintain its own data bank in support of programme coordination and for the provision of data to the Inter-ministerial Coordinating Committee (IMCC)—designed by the Government to carry out the functions of CP oversight and management—as a basis for making informed decisions.

Recommendations

- ⇒ CP executing and implementing agencies should have collective responsibility for establishing an effective M&E system, for which WFP should provide support and guidance.
- ⇒ M&E and reporting systems, including formats, frequencies and channels of communication, should be clearly outlined in the CP and activity documents.

Gender

24. Considerable efforts were made in the design of the CP to address gender issues. However, it appears that, in some cases, the decisions made had effects opposite to those sought. For example, the idea that, through “self targeting”, women would automatically comprise the majority of willing participants in FFA activities seems in practice not to have been the case. Women did participate, but not only for their own benefit. They participated also for the benefit of their children and even of male household members, including their husbands. In addition, that participation only *added* to their burdens, as they were still expected to perform domestic and reproductive duties at home, besides working in the activity.
25. In the absence of a gender analysis to establish the coping levels of women under the current labour-intensive FFA activities, it would be difficult to conclude that the activities were beneficial to them, and were not only increasing their burdens. Other considerations relate to the harsh environmental conditions in which the work was performed and the women's lack of protective clothing.

Recommendation

- ⇒ In the design of future Country Programmes, women's non-governmental organizations (NGOs) or other gender specialists should be brought in to address gender issues appropriately.

Vulnerability Analysis and Mapping (VAM)

26. The CP includes a supplementary VAM activity (Supplementary Activity 3). The objective of that activity was to contribute to the establishment of an effective Disaster Mitigation and Management Unit (DMMU) for disaster preparedness and response by



using local training and consultancies to strengthen staff capacity in the integration and use of VAM and other risk information for decision-making, contingency planning and the preparation of action plans.

27. Geographic targeting to the district level based on VAM analysis is an explicit part of the CP, and is applied in the UFFA and SF activities. The CP has not focused on targeting **below** the district level, to communities and households, even though food-insecure districts may contain large variations in food-insecurity levels and pockets of acute poverty. The mission believes that, within existing data constraints, the VAM analysis and targeting are generally satisfactory. However, dispersing responsibility for this activity among institutions outside the Government does not ensure its sustainability.

Recommendations

- ⇒ The VAM Unit and the DMMU should cooperate to integrate methods and databases into one common system to the extent possible.
- ⇒ The M&E and VAM Units should be mutually dependent and reinforcing.
- ⇒ Geographic targeting for the next CP should be based on an updated analysis of chronic vulnerability. The VAM Unit should also seek to improve its accuracy further by examining sub-district-level vulnerability.
- ⇒ The VAM Unit, in collaboration with the DMMU and the Vulnerability Analysis Working Group, should conduct an updated analysis of **chronic vulnerability** as soon as possible. This assessment should be based on a detailed analysis of disaster risk.

National Government Involvement and Support

28. The Zambia Country Programme has evolved from the experience of several years of WFP activity in Zambia. The formulation of the CP was a participatory process, carried out under the leadership of a task force comprising key stakeholders, and was chaired by the Ministry of Finance and Economic Development. The CP identified in detail those resource requirements for programme implementation whose costs could be shared by the Government. There were indications of willingness (largely realized) on the part of various development partners, both bilateral and multilateral, to provide co-funding for certain activities.
29. As the CP document makes reference to the staffing levels and capacity development needs of implementing partners and WFP for the CP's execution, it was clear to the mission that there was close government ownership of and involvement in the planning and preparation of the CP and its constituent activities. The involvement of bilateral and multilateral partners in the preparation and implementation of WFP-assisted activities also appears to be quite substantial. However, as noted above, the CP agreement referred to in the CP document has not been signed, nor have the institutional arrangements envisaged been put in place.

Institutional Arrangements for Country Programme Oversight and Management

30. The Government created the Inter-ministerial Coordinating Committee to carry out the functions of CP oversight and management. The IMCC is an internal government committee on which WFP sits only by invitation. This has meant that the WFP Country Director has not been a participant in the deliberations and decision-making of the



coordinating organ of the CP, a situation that has led to shortcomings and ineffectiveness in the allocation and management of CP resources.

31. The mission believes that these shortcomings are attributable to the fact that there is an **institutional vacuum** below the IMCC, that is, no effective mechanism exists at the working level for the preparation of integrated proposals for activity formulation and implementation by all stakeholders or for the transmission of the decisions and instructions of the IMCC to the implementing agencies, either within or outside the Government. Moreover, the FPMU, which was expected to provide the required linkages and coordination, appears to have taken a somewhat restricted view of its functions and has confined its activities to the management of food logistics.
32. The mission is of the opinion that the existence of the FPMU does not obviate the need for an institutional coordinating mechanism, comprising representatives of implementing technical agencies, through which information and technical advice could be exchanged and proposals and recommendations for enhancing implementation could be formulated for transmission to the decision-making committee at the policy level.

Recommendations

- ⇒ The CP Advisory Committee (CPAC) that was envisaged in the CP document should be established.
- ⇒ Under the CPAC, a technical sub-committee should have responsibility for the design, implementation arrangements, monitoring and evaluation of CP activities.
- ⇒ The FPMU should be the secretariat of both these bodies.
- ⇒ The respective functions and responsibilities of the various participating agencies should be clearly defined and agreed upon.
- ⇒ Training should be provided for counterpart personnel in the changed work practices and the implementation modalities arising out of the CP approach.

Integration into CCA/UNDAF

33. The mission observed that the preparation of the Country Strategy Outline (CSO) and the CP had been carried out in the context of the United Nations reform process, which introduced the country programme approach within and across agencies. The CSO and CP drew on the Country Strategy Note and the Situation Analysis document that was a joint product of the United Nations Country Team (UNCT) in Zambia.

Partnerships

34. The CP was born out of close consultations between the Government and civil society organizations on the one hand and WFP on the other, with strong involvement by other United Nations agencies and donors in the process. The two ongoing core activities, UFFA and SF, are carried out in collaboration with and support from other United Nations agencies and, to a lesser extent, bilateral donors. In essence, there is adequate involvement of most stakeholders in the formulation and implementation of WFP-assisted activities, with consultations done equally with women as with men. However, the commitment of bilateral agencies and major NGOs appears so far to have been limited, resulting in irregular availability of non-food items and the other complementary resources essential for effective implementation of WFP-assisted development activities.



Current Activities and Compatibility with the Enabling Development Policy

35. The mission found that the CP design and, in particular, the UFFA and SF activities, substantially met the Enabling Development policy objectives. Like the Enabling Development policy, the CP emphasizes the need for strong community participation in the formulation of WFP-assisted activities. However, inadequate consultation with beneficiaries in the UFFA activity resulted in the selection of activities the mission considered inappropriate or of low priority. The new programme approach presents challenges to WFP in terms of staff levels and skills for programming and technical support to national counterparts. At present, it appears that there has been substantial underestimation on the part of the Government and WFP of the resources required for developing the technical and managerial capacity of staff responsible for programme delivery and management in national institutions and in the country office.

Recommendations

- ⇒ For the next CP, an assessment should be made of the skills required for programme design, management and execution.
- ⇒ Counterpart personnel should be informed about WFP policies and programme, budgetary and administrative guidelines and procedures.
- ⇒ Consultation of and participation by beneficiaries, specifically women, should guide the formulation and implementation of future CP activities.

ASSESSMENT OF ACTIVITIES AND THEIR CONTRIBUTION TO COUNTRY PROGRAMME OBJECTIVES

Basic Activity 1: Urban Food for Assets

36. The UFFA activity, in road construction and drainage works, focuses on the enhancement of food security through food-for-work activities for a period of six months per participant. It targets 50,000 low-income urban beneficiaries (90 percent of them women) in unplanned urban settlements in 14 urban districts and offers a social safety net for low-income urban residents. The programme incorporates vocational skills and entrepreneurship training, functional literacy courses and family life education.

37. The mission found that the activities selected seemed **influenced mainly by the preferences** of Rural Development Committee leaders, local authority and government representatives, and WFP and implementing agency personnel. Moreover, findings from field interviews and reports indicate that, at some sites, implementers and not the community itself were largely responsible for participant selection. Despite this situation of **low community involvement**, the mission observed that the participants seemed to appreciate the road construction and drainage works activities inasmuch as they improved access and reduced flooding and the incidence of disease associated with poor sanitation.

Recommendations

- ⇒ Efforts should be made to increase the involvement of participants in selecting activities and beneficiaries.
- ⇒ Strategies for ensuring the maintenance of the community infrastructure created should



be worked out without further delay.

- ⇒ An evaluation of the skills training component and determination of the appropriate length of the modules should be made as soon as possible.

Basic Activity 2: Rural Food for Assets

38. The RFFA activity has not yet been approved. This activity targets high-risk rural areas where problems of access to economic and social infrastructure are a major contributing factor to poverty and food insecurity. A recent appraisal mission concluded that while there was justification for WFP's supporting to RFFA activities, those activities should be designed in such a way as to not conflict with other development initiatives, particularly those that build on self-help principles. The appraisal mission also suggested that consideration be given to assigning overall responsibility for the activity's execution to the DMMU.
39. In Zambia, disaster mitigation and response activities are, in effect, **a subset of general development actions**, involving elements of social (institutional mechanisms) and physical (hydraulic structures) engineering, directed at reducing the vulnerability of specific populations and areas to natural disasters and/or socio-economic shocks. The mission is of the opinion that there is merit in the suggestion that these activities may be carried out most cost effectively by integrating the resource flows for RFFA with those proposed for disaster preparedness, mitigation and management in the framework of a single activity. However, it does not appear appropriate to assign responsibility for project **implementation** to the DMMU, given its limited staff and outreach at the field level. On the other hand, there is need for close **coordination** of actions by a host of possible implementing agencies, and for incorporating disaster preparedness activities in their respective programmes. The mission is thus of the opinion that these activities appear to fall within the purview of the Office of the Vice-President, alongside the coordination of the RFFA activity.

Recommendations

- ⇒ In the period up to the end of the current CP, the RFFA and its institutional arrangements for implementation should be redesigned to include disaster preparedness and mitigation activities.
- ⇒ To the extent possible, NGOs with substantial experience in designing and implementing activities similar to those proposed under the RFFA activity should be actively involved in the formulation process.

Basic Activity 3: Supplementary Feeding

40. The **Supplementary Feeding** document was revised in November 1999 to make it a clearer and more useful planning and implementation guide and to ensure its consistency with WFP's Enabling Development policy. The number of districts targeted was reduced in line with VAM criteria and available resources, while the immediate objectives were revised upwards from five to seven and made more specific. In the revision, it is also envisaged that selected central hospitals, health centres and NGOs/CBOs (community-based organizations) will be the implementing agencies, working through District Health Management Teams (DHMTs). Here also the lack of well-defined implementation, management and coordination arrangements has hindered implementation.



41. The mission noted that there were problems in getting food from the district warehouses to the final distribution points (health centres, hospitals and community home-based care). Also, the SF activity is **not well linked** with nutrition and health education programmes at the beneficiary level, although activities are closely related to one another and are part of the Family Health Package. The challenge for the Ministry of Health (MOH) is to improve its own effectiveness and to facilitate programme implementation by vigorously enlisting the support and participation of the CBOs and NGOs to ensure impact and strengthen complementarity. The mission did find that activities carried out under the programme by most NGOs, particularly with respect to the home-based care component, were having a major positive impact on beneficiaries and, with few exceptions, were well coordinated.

Recommendations

- ⇒ A baseline survey should be carried out.
- ⇒ A participatory approach should be introduced for future activities.
- ⇒ The monitoring and evaluation system should be revised as soon as possible to adapt it for use in the planning and management of the activity.
- ⇒ MOH should continue to phase out some DHMTs, health centres and implementing partners to increase effectiveness in creating intended outputs.
- ⇒ WFP should give consideration to advance payment of ITSH costs in view of government budget constraints.

Supplementary Activity 1: Food Aid Facility (Girls' Education and Micro Projects Fund)

42. The mission found that within the Ministry of Education (MOE), at the working level, there was confusion about and lack of awareness of the **Girls' Education** activity: the possible role therein for food aid; the arrangements for activity formulation and implementation; how the activity might be integrated in the ministry programmes; and its possible linkages with the programmes of other ministries and development partners. The mission considers that these issues could be resolved through consultations among development partners at the working level, in the context of the Technical Sub-committee of the CPAC, proposed above.
43. The **Micro Projects Fund**, which evolved from the originally proposed (emergency, disaster mitigation) contingency provision, would facilitate timely response to worthwhile community initiatives. This activity is also in line with the Enabling Development policy's objective of promoting nutrition and the creation of assets and sustainable livelihoods, as well as human development. The project has not yet been initiated owing to resource constraints.

Recommendations

- ⇒ WFP should re-open dialogue with the MOE so that the Girls' Education activity can be reoriented in line with the ministry's views and those of communities.
- ⇒ WFP should facilitate the sharing of experiences on similar education support programmes in other countries of the sub-region, with MOE and other stakeholders.
- ⇒ Subject to availability of resources, the Micro Projects Fund should be activated and



oriented to support the UFFA and RFFA activities.

Supplementary Activity 2: Disaster Mitigation and Management

44. Supplementary Activity 2 was to provide technical assistance to the Disaster Preparedness Unit (subsequently the DMMU) in the Office of the Vice-President, and funding for a second phase of VAM activities.
45. The mission noted that, at present, vulnerability analysis and mapping estimates indicate that there is acute and chronic food insecurity in the western province and parts of southern and eastern provinces, which are also at high risk from drought, while the northern province is at risk from floods. Given the frequency of natural disasters and the limited institutional capacity to cope with these situations, WFP has focused its support on the establishment of an Information Management Unit within the DMMU; resource and inventory management; and the provision of training to community development practitioners and local leaders involved in the implementation of disaster mitigation activities.
46. As noted above, in December 1999 an appraisal mission recommended that the RFFA be implemented by the DMMU, arguing that there was a fine line between that project's objectives and those of disaster mitigation. It is clear there is merit in this proposal, as disaster preparedness and mitigation affect primarily rural areas.

Recommendation

⇒ The disaster mitigation and management activity should be integrated with the RFFA.

Supplementary Activity 3: Vulnerability Analysis and Mapping (VAM)

47. This activity is assessed in the section on VAM above. Under the approved CP, it was grouped with disaster mitigation.

CONCLUSION

48. In the medium term, chronic seasonal hunger and malnutrition are and will continue to be heavy constraints on the ability of the majority of Zambians to participate in and contribute to their own development and that of their communities and of the nation. These factors, combined with the low and falling levels of per capita GDP, the effects of the HIV/AIDS pandemic and the high frequency of natural disasters and external economic shocks, place large segments of the population in a situation of high vulnerability, and beyond the capacity of their traditional coping mechanisms. Therefore, the strong strategic focus of WFP activities on the most vulnerable areas and groups and on disaster mitigation and preparedness at the household and community levels is amply justified and should be continued into the next CP.
49. These considerations reinforce the conclusions that there are perhaps **three areas where food assistance may have a clear comparative advantage in Zambia:** (i) support to the education sector in order to ensure access and raise the attendance rate of both sexes at the pre- and primary school level; (ii) support for infrastructure rehabilitation in disaster-prone and food-insecure areas, and asset-generation so as to improve and enhance the coping mechanisms of poor households; and (iii) support to HIV/AIDS-infected and -affected households in order to enable them to cope with a severe loss of income and maintain a minimum level of food intake. In this context, high priority would also need to be given to



correcting the gender, rural-urban and regional imbalances within these areas of intervention.

50. In light of the financial constraints imposed by current budgetary arrangements and the formula for the calculation of development support costs, the efforts of the country office to increase and ensure **compliance with the Enabling Development policy** (VAM targeting, community participation, M&E and human capacity- and institution-building) have been **severely constrained**. Indeed, the mission is of the opinion that the current level of activity has been possible only because of the recent emergencies and the ongoing refugee operations. If the formula for calculating DSC is not changed, future activities will thus have to be deferred or severely limited, unless another emergency occurs from which they can continue to be subsidized. Finally, as noted above, it is clear that the effective implementation of the Enabling Development policy requires the sourcing of complementary resources from other development partners. Inadequate WFP funding for development activities severely constrains country office efforts to obtain such resources on a matching or co-funding basis, insofar as there may be minimal or no funds on the WFP side to be matched.



ACRONYMS USED IN THE DOCUMENT

CBO	Community-based organization
CP	Country Programme
CPAC	Country Programme Advisory Committee
CSO	Country Strategy Outline
DHMT	District Health Management Team
DMMU	Disaster Mitigation and Management Unit
DSC	Direct support cost
EDP	Extended delivery point
FAO	Food and Agriculture Organization
FDP	Final delivery point
FPMU	Food Programme Management Unit
GDP	Gross domestic product
IMCC	Inter-ministerial Coordinating Committee
ITSH	Internal transport, storage and handling
M&E	Monitoring and evaluation
MOE	Ministry of Education
MOH	Ministry of Health
NGO	Non-governmental organization
RFFA	Rural food for assets
SF	Supplementary feeding
UFFA	Urban food for assets
UNDAF	United Nations Development Assistance Framework
VAM	Vulnerability analysis and mapping

