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ABSTRACT

The proposed Country Programme for Zambia requests the Executive Board to allocate 28.6 million dollars for basic activities and 3.3 million dollars for supplementary activities, in light of urgent needs in the country. The Government has promised to allocate 10.7 million dollars as a contribution to the Country Programme. Zambia is a least developed country (LDC), with an estimated population of 9.6 million and a per capita gross national product (GNP) of 383 dollars. To ensure progress in poverty reduction, the share of social-sector expenditure in the budget was progressively raised from 20 percent in 1991 to 34 percent in 1996, and was maintained at this level for 1997; despite this positive achievement, social-sector expenditure declined in real terms, reflecting the overall cutback in real government expenditures necessitated to achieve greater fiscal rigour. In 1989, the Government started a Structural Adjustment Programme (SAP), which aims at stabilizing the economy and promoting growth. However, the SAP is having short-term negative effects on the unemployed, households headed by women and low-income vulnerable groups, particularly in urban areas and isolated rural regions.

The programme's strategy focuses on: i) enhanced food security through food for work; and ii) human development through supplementary feeding of malnourished children, expectant mothers and other vulnerable groups. It targets low-income, unplanned urban settlements and rural areas with a high risk of drought and low coping ability. The poorest households are targeted in the WFP country programme activities, with particular emphasis on women and children. United Nations and donor coordination will be maximized. Communities will take an active part in defining their own strategies. NGO involvement will be enhanced. The proposed supplementary activities include a demand-driven food aid facility and disaster mitigation through vulnerability analysis and mapping (VAM). The purpose of such activities is to complement strategic objectives and basic activities by assisting in relieving food insecurity and promoting human development. This Country Programme is fully endorsed by the Government. United Nations agencies, donors and NGOs actively participated in the discussion and finalization of the Country Programme.

This document is produced in a limited number of copies. Delegates and observers are kindly requested to bring it to the meetings and to refrain from asking for additional copies.

NOTE TO THE EXECUTIVE BOARD

This document contains recommendations for review and approval by the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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STRATEGIC FOCUS: FOOD INSECURITY AND POVERTY

1. This Country Programme Document (CPD) presents WFP's programme of activities in Zambia for the five-year period from January 1998 to December 2002. The CPD is based on an inter-agency mission (WFP/FAO/WHO/ILO) appraisal of all components of the Country Programme, and the comments on the Zambia Country Strategy Outline (CSO) made by the WFP Executive Board at its Second Regular Session in March 1997.

The hungry poor: priorities in addressing their needs

2. Zambia is a least developed country (LDC) with an estimated population of 9.6 million and a per capita GNP of 383 dollars.¹ As of June 1997, Zambia was included by FAO in the list of low-income, food-deficit countries (LIFDCs). The country's average household food security index (AHFSI) was estimated at 72 in 1990–92. From being one of the most prosperous countries in sub-Saharan Africa, Zambia has become one of the world's poorest countries, with low economic development, declining incomes, increasing poverty and alarmingly deteriorating social indicators. The drop in the standard of living was most pronounced in the eighties and was fuelled by declining copper prices, since copper accounted for over 90 percent of Zambia's export revenue. The infant mortality rate for children under five years of age was 203 per 1,000 live births in 1994, compared to 152 per 1,000 in 1980. The spread of the HIV/AIDS pandemic has also compounded health and socio-economic problems by increasing the number of orphans and households headed by women. Poverty remains a problem and has contributed to a deteriorating nutritional status and increased vulnerability in both rural and urban areas.

The context of food insecurity, poverty and vulnerability

3. 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 a slow growth in agriculture and food production, particularly in drought-prone areas of the Western, and parts of the Southern and Eastern Provinces, as reflected in a vulnerability assessment and mapping (VAM) study conducted by WFP and USAID in 1996.
4. Data from FAO Food Balance Sheets show that the daily per capita caloric intake has dropped from a peak level of over 2,300 kilocalories in the mid-seventies to 2,142 in 1980–82, and only 1,954 in 1992–94, which is below the recommended daily intake of approximately 2,300.
5. Per capita cereal production has remained fairly constant since the early seventies, generally fluctuating between 140 and 190 kilograms, with major exceptions represented by three bumper harvests in the late eighties and the worst drought of the century in 1991/92. Cereal imports as a proportion of consumption increased from one percent in 1960 to a peak of more than 23 percent in 1983. Since then, cereal imports (commercial imports and food aid) have continually declined to near zero, with the exception of the recent drought in 1995, when more than 70 percent of cereal consumption was imported.

¹ All monetary values are expressed in United States dollars, unless otherwise stated. One United States dollar equalled 1,320 kwacha in August 1997.



6. The 1994 Zambia Poverty Assessment Study conducted by the World Bank found 68 percent of Zambians to be poor. 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. The Central Statistics Office (1995) reported that, overall, 76 percent of households were found to be food-insecure in 1993 (Priority Survey II), compared to 61 percent in 1991 (Priority Survey I), reflecting the rapid economic decline over the recent past.
7. Gender is an important dimension of poverty since women tend to be poorer and have less access to resources, in spite of the important role they play in the economy. The illiteracy rate in 1995, although fairly low for a developing country, was higher for females (29 percent) than for males (14 percent). Women face major socio-cultural constraints that limit efforts to improve their welfare. Women have less access to land, credit and education. Households headed by women are more likely to be poorer than those headed by men and tend to be more vulnerable to food insecurity (World Bank Zambia Poverty Assessment Study (1994), pages 1-5).

Government strategies for food security, poverty eradication and disaster mitigation

8. The Government's development strategies and priorities will be focused on reversing the decline in the well-being and welfare of citizens, and integrating the population into a sustainable process of socio-economic development (United Nations Country Strategy Note (CSN) for Zambia, 1995). Two major areas of policy reform include extensive liberalization of the economy, with agricultural liberalization being of particular importance. Decentralization and reforms in the health, agricultural and social sectors are also being implemented. The reforms are part of a structural adjustment programme intensified by the current Government, which came to power in 1991. An Agricultural Sector Investment Programme (ASIP) has been initiated to rationalize Government and donor investment in agriculture and to improve household food security. The Government recently prepared a Drought Recovery and Mitigation Sub-Programme under ASIP to assist drought-affected areas with a potential food-deficit problem.
9. The Public Welfare Assistance Scheme was established by the Government in 1992 as a targeted transfer programme for the core poor and the disabled, and was allotted one billion kwacha. This programme is managed by the Ministry of Community Development and Social Services (MCDSS), which has delegated much implementation to local communities. However, less than half of the money was disbursed in 1992 and the real budget has decreased in recent years. At the request of the Government, a World Bank-sponsored Social Recovery Fund was initiated in 1993 to finance projects developed by communities and NGOs. This was modelled after, and integrated with, the successful European Union-funded micro-project programme. The purpose is to make small loans or grants to community-based organizations for social services and development projects that appear promising. According to the World Bank, a cumulative total of about 19 million dollars was disbursed by April 1997.



Government food aid policies

10. Although there is no formal policy on food aid, the Government recognizes and fully supports the safety net programmes which are partially funded by food aid. Following the minor drought of 1993/94, the Government actively encouraged private traders to import and store staple crops which could be used to offset national deficits. The successful use of food aid in averting a major humanitarian disaster in 1992 and 1995 was highly praised by the Government and agencies such as IFAD, FAO and the World Bank. The Government fully endorses the Country Programme which will expand the safety net activities in urban areas and for vulnerable groups, particularly in isolated rural areas. To temporarily cushion the effects of the liberalization of grain marketing, the Government has set up a Food Reserve Agency which maintains a buffer stock to offset national food deficits and price fluctuations. This strategy is intended to ensure a smooth transition from a centralized marketing system to a fully liberalized market. In parallel with the above, the Government has embarked upon a large integrated programme for road development which will include feeder roads and focus on labour-intensive technologies. The feeder roads are expected to ease the movement of people and goods to and from rural areas. Food aid is expected to play an important role in implementing these activities.

Relationship to the Country Strategy Note (CSN) process

11. The CSN, which sets out the framework for cooperation between the United Nations system and the Government of Zambia, was adopted by the Government in 1996. The primary aim of the CSN is to assist the Government in achieving sustainable human development and poverty eradication for the period 1997-2001. The economic reform and adjustment programme is the main mechanism and specific priority for the United Nations. It includes the following elements: a) private-sector development and economic growth; b) employment and income generation; c) rural development, agriculture and food security; d) education and human capital development; e) health and nutrition; f) population and environment; g) capacity-building for sustainable human development (SHD), public-sector reform and decentralization; and h) regional cooperation. The CSO is fully consistent with elements of the CSN that are relevant to WFP's mandate. The WFP Country Programme is also harmonized with the programme cycle of the Government and other United Nations agencies, which begins in 1997/98. This CP, like that of other United Nations agencies (UNDP, UNICEF, UNFPA, and to a certain extent FAO), provides a framework for the coming five years. Areas of cooperation are outlined in the respective documents; specific cooperation will be drawn up at the time of drafting specific project documents. A common Programme Appraisal Committee (PAC) is envisaged; it will include representatives from United Nations agencies, donors, the Government and NGOs, depending on the type of expertise required for a given project. This process will further strengthen inter-agency coordination and complementarity, thus avoiding duplication and overlapping.

United Nations/donor/NGO programmes that address hunger and poverty

12. Most of the United Nations agencies with programmes in Zambia include in these programmes activities aimed at poverty alleviation, as do the principal donors and NGOs. Since the early nineties, the Resident Coordinator (RC) system has been pursuing a coordinated national strategy for the alleviation of the country's widespread poverty. In 1993, the RC system launched a highly participatory process of research and consensus-building among Government institutions, the academia, civil society and the donor community in Zambia. This led to the completion in 1995 of a comprehensive



situation analysis entitled "Prospects for sustainable human development in Zambia: more choices for our people".

13. Other subjects of advanced United Nations collaboration relate to the HIV/AIDS pandemic and household food security. A Zambia UNAIDS committee was formed through contributions by WHO and various United Nations agencies in 1996; it collaborates with the National AIDS Secretariat. There is close collaboration with regard to the Southern Province Household Food Security Programme, in which several agencies have a stake.

ASSESSMENT OF WFP'S PAST AND ONGOING ACTIVITIES IN ZAMBIA

14. WFP has been assisting Zambia since 1964. In recent years, WFP activities focused on development, drought relief and refugee assistance. Total approved assistance since 1992 amounted to 66 million dollars, including 44 million dollars for two drought-related operations, five million dollars for assistance to refugees and 17 million dollars for development. Since 1992, development aspects have been consolidated under project 4756 - "Safety net for vulnerable groups under structural reform", which is scheduled to terminate at the end of 1997.

Effectiveness and efficiency of targeting food aid to the hungry poor, particularly women

15. WFP programmes in Zambia target the hungry poor. In 1996, a management review and a thematic evaluation concluded that the WFP project activities have increased the food security of beneficiaries of both supplementary feeding and food-for-work (FFW) activities. The implementation of works under FFW was, in general, of a good to high standard and addressed the needs of the people. A significant achievement of the project is the unique involvement of women, who account for 90 percent of the beneficiaries. However, some important lessons from previous experience suggest that the monitoring system has to be improved in order to be able to review the targeting of, and impact on, beneficiaries, and the quality and cost-effectiveness of the constructed works. The workforce should rotate during implementation to reach a larger part of the community and to reduce the chance that beneficiaries may look upon the projects as a source of longer-term employment.

Effectiveness and efficiency in preparing for and reducing disaster-related food shortages

16. The linkage between early warning and vulnerability on the one hand, and appropriate and timely action on the other, must be strengthened. The ability to detect changes in food insecurity and to respond in a timely manner is an investment which would reduce considerably the cost of responding to an emergency. Through its first phase of VAM activities, WFP has worked with the Government, other United Nations and donor agencies, and NGOs to enhance their capacity in VAM and drought preparedness. WFP's contribution to VAM aims at improving the Government's capacity to better use scarce resources, and to target the poorest people.

Experience of other food aid donors

17. Other food aid donors, namely USAID and the European Union, gave active support to the emergency operations and donated food aid during the droughts of 1992 and 1995.



Experience regarding past relief activities shows that food aid is crucial in saving the lives of many Zambians and that more attention should be focused on disaster mitigation and vulnerability assessments, in order to assist the Government in responding adequately to future droughts. Food aid is mainly coordinated by WFP. The Government, IFAD, and the World Bank and donors are supportive of WFP projects, which have acted as an effective safety net for vulnerable groups under the current structural reform process.

STRATEGIC FOCUS OF THE WFP COUNTRY PROGRAMME

Goals and objectives

18. The broad **goals**, in line with the core policies and strategies of WFP's Mission Statement, are to: a) improve the nutrition and quality of life of the most vulnerable people at critical times in their lives; and b) help build assets and promote the self-reliance of poor people and communities.
19. The **objectives** are to: a) provide a safety net through short-term employment, asset creation and training in income-generating activities for poor households, especially those headed by women, using FFW activities; b) improve food access through supplementary feeding of malnourished children and undernourished nursing mothers; c) 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 d) assist the Government in maintaining an emergency response capacity for recurrent droughts and providing assistance to refugees.

Target groups and regions, including key areas/types of assistance

20. The main target group for food aid will be the poorest families, including women and children in the areas most at risk of food insecurity. These include:
 - a) small and marginal farming households in remote rural areas;
 - b) the unemployed and underemployed in low-income urban areas;
 - c) children suffering from severe and acute malnutrition; and
 - d) tuberculosis patients attending clinics and AIDS-affected families involved in self-reliance activities.
21. WFP will focus its assistance on those areas identified by various socio-economic surveys, including the VAM report, which are also those recognized by the Government as having the greatest incidence of poverty. These areas are:
 - a) remote and peripheral districts in Western, Northwestern and Luapula Provinces, which account for the majority of the core poor and other rural districts which have pockets of ultra-poor;
 - b) Lusaka, Central and Copper Belt, where over 80 percent of the core poor in low-income urban areas are located; and
 - c) areas seriously affected by HIV/AIDS, such as those near main long-distance transport routes (Livingston and Lusaka, for instance).



Collaboration with United Nations and donors

22. WFP will collaborate with other United Nations agencies through the RC system and the Joint United Nations Programme on HIV/AIDS, which involves participation from other agencies (UNDP, UNESCO, UNICEF, UNFPA, WHO) and the World Bank through assistance to Zambia's health sector. WFP will collaborate with UNFPA to integrate population activities in target areas, and with FAO on interventions related to food security. Some donor representatives from Germany, Finland, Italy, Japan and the United Kingdom have also expressed interest in assisting FFW graduates through income-generating activities. UNICEF will assist in implementing the supplementary feeding programme, especially through joint assessments and evaluation, nutritional education and training of district officers. WFP will collaborate with implementing NGOs, such as Project Urban Self-Help (PUSH) and Programme against Malnutrition (PAM), in supplementing national capacities and implementing FFW programmes.

PROGRAMME OF COUNTRY ACTIVITIES

Country Programme resources and preparation process

23. The proposed programme amounts to about 57,000 tons of food commodities over a period of five years, at a total cost of approximately 23 million dollars, excluding direct and indirect costs, as detailed in Annexes I and II attached to the present document. This represents an average yearly delivery of 11,400 tons, costing about 4.6 million dollars. In addition, about 8.3 million dollars will be needed to meet direct and indirect support costs for five years, representing a yearly expenditure of around 1.7 million dollars. Therefore, the total programme cost amounts to about 31.9 million dollars, or 6.4 million dollars a year. An average of five million dollars a year was proposed in the CSO, but this covered only food, and internal transport, storage and handling (ITSH) costs. The core activities are for improving food security through urban and rural FFW, and the development of human resources through supplementary feeding for malnourished children, undernourished nursing mothers, and food assistance to selected low-income families and orphans. Annexes I and II give detailed figures and the attached map shows geographic areas of operation. The justification for the proposed commitment is based on the past performance of these activities, technical review and appraisal missions, and the Government's priorities for them as indicated in the CSO. A contingency amount of four million dollars may also be required to feed a possible influx of 80,000 refugees, given the political uncertainty in neighbouring countries. However, the Executive Board's approval is hereby requested to commit up to 57,202 tons of food commodities at a total cost of 31.9 million dollars, subject to the availability of development resources.



Resource allocation for each basic programme activity

24. The allocation for five years is as follows:

Activity category	Estimated cost (in million dollars ¹)	Percentage of total programme	Food requirement (tons)	No. of direct beneficiaries per year	No. of direct beneficiaries for five years
BASIC					
1. Urban food for work	9.3	29	17 577	10 000	50 000
2. Rural food for work	2.9	9.12	4 290	3 300	16 500
3. Supplementary feeding	16.4 ¹	52	30 136	69 920	349 600
Subtotal	28.6	-	52 003	83 220	416 100
Supplementary					
1. Food aid facility	2.9	8.81	5 200	8 322	41 610
2. VAM	0.2	0.63	-	-	-
Disaster management and mitigation	0.2	0.63	-	-	-
Subtotal	3.3	-	-	8 322	41 610
Total Basic + Supplementary	31.9	100²	57 203	91 442	457 210

¹ Includes 617,305 dollars for fortification.

² Figure rounded off.

Co-funding (Government, United Nations, NGO and other partners) and implementation capacity

25. The main source of co-funding for programme implementation is expected to come from the Government for items such as staff costs, food transport, storage and handling costs, and some capital expenditure. WFP food assistance will support the activities of the Government and other donors. The Government has promised to allocate 10.7 million dollars as a contribution towards implementation costs. Furthermore, bilateral donors, United Nations agencies and NGOs provide assistance in support of the Government's efforts.

26. Implementation capacity exists at the national level through relevant Government ministries and departments; and at the regional and district levels through the decentralized local government machinery. There is additional capacity with local and international NGOs and grass-roots community associations which will be mobilized to promote project implementation.

Country Programme preparation process

27. The proposed Country Programme has evolved from the experience of several years of WFP activity in Zambia. In addition to periodic general reviews, a management review and a thematic evaluation were conducted in 1996; these confirmed the positive role of WFP in providing a safety net for vulnerable groups, especially in urban areas. A WFP/inter-agency mission (including ILO, FAO and WHO) appraised the proposed country programme in February/March 1997. The Government has participated fully in the Country Programme formulation process. A task force was formed and chaired by the Ministry of Finance to look at the various components of the programme, and define implementing mechanisms and resourcing of the various programme activities. At a workshop held in Lusaka in May 1997, the draft Country Programme was discussed and consensus reached with the



Government and other partners, including United Nations agencies and NGOs, to support the programme. Bilateral donors were consulted throughout the CP preparation process. Their suggestions are reflected in this document, together with the Executive Board's guidance received on the occasion of its review of the CSO in March 1997.

BASIC PROGRAMME ACTIVITIES

Basic Activity One: Urban food for work

28. The **strategic focus** is to support food-insecure vulnerable groups in low-income, unplanned urban settlements.
29. **Problem analysis.** Zambia is a relatively urbanized country, with 42 percent of the total population (estimated at 9.6 million) living in urban areas. Previous high levels of rural to urban migration and economic decline have led to high unemployment and unplanned settlements in peri-urban areas. More than 40 percent of the population in urban areas are poor or core poor. Women and youths suffer most from the high rate of unemployment. The female unemployment rate of 44 percent in urban areas is much higher than the 13 percent estimated for rural areas. Most of the urban poor live in unplanned settlements characterized by insufficient water resources, inadequate and insufficient solid waste and drainage systems, poor road network, and lack of access to basic health and educational services.

Objectives and intended outcomes

30. The **long-term objective** is to continue supporting appropriate safety net mechanisms that address the needs of poor groups in urban areas. The **immediate objective** is to improve the living conditions of the urban poor through the provision of temporary employment, training and improved sustainable basic services in urban unplanned settlements.
31. The **intended outcomes** include: a) increased food availability and employment for 50,000 beneficiaries (90 percent women) from poor urban households for a period of six months per participant; b) improved community infrastructure, sanitation and sustainable maintenance arrangements with the community and municipal authorities in 14 districts; c) enhanced capacity-building for communities; and d) personal empowerment through basic education, skills training and income-generating activities.

Role and modalities of food aid

32. Food is considered as an appropriate incentive for community works. In the past, food has shown to be a self-targeting mechanism, as only the most vulnerable groups come forward to work for food. Women tend to prefer food, as they consider it a priority need. FFW can assist the most vulnerable households by providing temporary employment and the entire low-income community benefits through better services (sanitation, drinking-water, infrastructure) and a cleaner environment. However, based on prices in the Copper Belt in March 1997, the value of the proposed basket is approximately 25,000 kwacha, which is slightly lower than the monthly salary paid to casual labourers by the City Council (30,000 to 35,000 kwacha). Furthermore, lack of other employment opportunities makes FFW the only option for most of the unemployed. A slightly shorter working day of four hours will be observed, in order to permit the workers (mainly women) to attend to other tasks in the household or elsewhere.



Implementation strategy

33. The Ministry of Finance and Economic Development and WFP will be responsible for policy matters relating to the urban FFW component. The Government will establish a Steering Committee (chaired by the MCDSS), which will be responsible for overall coordination. Members of this committee will include the focal ministries (MCDSS and the Ministry of Local Government and Housing (MLGH)), the implementing NGO (PUSH), WFP and the Food Management Unit (FMU). The Ministries and FMU will each appoint a key focal person to oversee all issues relating to the operations, coordination and reporting of the FFW programme. The Government will appoint an implementing unit, responsible for overall implementation. In view of its previous experience and proven capacity, it is recommended that implementation responsibility be assigned to PUSH.

Beneficiaries and intended benefits

34. Direct beneficiaries will be 50,000 participants, mostly women (90 percent). They will benefit from temporary employment and training for six months, which will improve the food availability of their households (five members per urban household). Indirect beneficiaries will be 200,000 people in approximately 42 settlements in 14 districts. The target communities will benefit from improved infrastructure and services. Enhanced community capacity-building is also envisaged.

Support, coordination, and monitoring and evaluation (M&E) arrangements

35. To assist the community in capacity-building and to facilitate infrastructure improvements, skills training, basic education, income-generating activities and savings and credit schemes, a full-time senior community development specialist and an engineer will be attached to PUSH for at least three years. The implementing NGO will monitor and report regularly on activities related to employment, food distribution, and construction and training activities. The WFP country office will coordinate reports on all monitoring indicators and evaluate the overall food security impact. An interim evaluation will be undertaken mid-way through the programme.

36. **Cost estimate.** This activity is expected to require 14,175 tons of cereals (maize meal) and 3,402 tons of non-cereals (pulses, vegetable oil and salt). The estimated costs are 9.3 million dollars for WFP and four million dollars for the Government.

Basic Activity Two: Rural food for work

37. The **strategic focus** is to target high-risk districts where problems of access to economic and social infrastructure are a major factor contributing to food insecurity and coping capacity. WFP intervention in the rural sector will complement the Government's Drought Recovery and Mitigation Sub-Programme (DMSP), under ASIP, to assist drought-affected areas with a food-deficit problem.

Problem analysis

38. A constraint in the development of the agricultural sector is the lack of access to inputs and physical infrastructure. Costs of transport are very high and represent a constraint in transporting agricultural inputs to farms and delivering crops to markets. Improvement of roads and storage facilities and a reduction in marketing costs have a double advantage in terms of food security: they promote production (supply) as well as access to food (demand).



Objectives and intended outcomes

39. The **long-term objective** is to improve food security, thus meeting the needs of vulnerable groups in high-risk rural areas. The **immediate objectives** are to provide a safety net and increase the self-reliance of poor rural households, especially those headed by women, through short-term employment, skills training and the creation of basic infrastructure for better access to social and economic services. The **intended outcomes** are: a) increased food availability for poor households through temporary employment (average 100 days) provided to 16,500 participants; b) improved physical infrastructure, including grain storage facilities, in nine districts through labour-based methods; c) enhanced self-reliance through skills training; and d) maintenance arrangements for the infrastructure constructed.

Role and modalities of food aid

40. Food aid will act as an income transfer to poor people (particularly women) involved in the construction of rural infrastructure. In some rural areas where donors support infrastructure projects with cash, discussions have been initiated to foster coordination and possible co-financing. While cash would stimulate the development of markets, these discussions have recognized that cash tends to attract men, while food in the hands of women has a direct impact on the food consumption pattern of children in the family. Local purchase of food is the main modality of food procurement. The alpha values of the commodities in the food basket (maize meal, vegetable oil, pulses and salt) are all above one under current market conditions, but they could change if local prices go down or world market prices go up. The value of the daily food basket is also slightly below the daily minimum wage of 1,500 kwacha.

Implementation strategy

41. The MCDSS will chair a steering committee with members from the Ministry of Works and Supply (MOWS), the Ministry of Agriculture, Food and Fisheries (MAFF), MLGH, WFP and the implementing NGO. The latter will set up a project implementing unit (PIU). This PIU will coordinate implementation at the field level and report on progress to the MCDSS, WFP and the steering committee. An agreement will be signed, which will clearly outline the responsibilities of all parties.
42. It is recommended that the NGO PAM be appointed as the implementing organization, because it collaborates with an extensive network of NGOs in the field through the Programme for Prevention of Malnutrition (PPM) and its logistical means. The role of PAM as an implementing organization will subsequently have to be redefined. Until now, PAM and its affiliated NGOs have been mainly focused on relief work. When they are to embark on a more developmental approach, their technical capacity and focus will have to be clearly directed to this new policy. Discussions in this regard are under way.

Beneficiaries and intended benefits

43. The **direct beneficiaries** will be 16,500 participants in nine drought-prone rural districts for a period of 100 days. At least 60 percent of the beneficiaries will be women. The **indirect beneficiaries** number 66,000 (five members per rural household). Extension to other districts will be based on vulnerability analysis and implementation capacity at the district level. The **intended benefits** include cash and food, as well as short-term employment which improves the food security status of the beneficiary households. The rural community in general will benefit from completed infrastructure such as feeder roads for better access to markets.



Support, coordination, and M&E arrangements

44. Additional counterpart staff to support the rural FFW programme in both technical and administrative duties will be needed. Training activities will in principle be limited to skills training directly related to the implementation of the FFW activities. Additional vocational skills training will be offered to an equal number of males and females, in order to strengthen their self-reliance.
45. The implementing NGO will monitor and report regularly on activities related to employment, food distribution, construction and training. The WFP country office will coordinate reports on all monitoring indicators and evaluate the overall food security impact. An interim evaluation will be undertaken midway through the programme's implementation.
46. **Cost estimate.** This activity is expected to require 3,300 tons of cereals (maize) and 990 tons of non-cereals (pulses, vegetable oil and salt). The estimated costs are 2.9 million dollars for WFP and 1.58 million dollars for the Government.

Basic Activity Three: Supplementary feeding

47. The **strategic focus** is to support the vision of Zambia's National Programme of Action for Children and the National Food and Nutrition (NFNC) achieving a food-secure and healthy nation.

Problem analysis

48. The period of rapid increase in malnutrition occurs at the age of weaning, when there is also a high incidence of infections, thus representing a critical period of nutritional vulnerability for children throughout Zambia. Findings of the 1992 Zambia Demographic and Health Survey show that 10 percent of children aged one to five months are stunted. After six months of age, prevalence rates for all types of malnutrition increase steadily; between 18 and 23 months of age some 56 percent are stunted, 34 percent are underweight and nearly 10 percent are wasted. Early childhood malnutrition is linked to the high incidence of low birth weight (under 2.5 kilograms), which stands at 10 percent (Ministry of Health, 1989-92). The high rate of low birth weight in Zambia could be due to poor maternal nutrition; in rural areas 12 percent of women are reported to be malnourished and 50 percent of all expectant mothers suffer from iron-deficiency anaemia.
49. The incidence of AIDS and tuberculosis results in large numbers of orphans and households headed by women. Consequently, increasing numbers of households headed by women and school-age orphans need development-oriented assistance to supplement their incomes, and enable them to continue with their education.
50. The **long-term objectives** are to: a) contribute to the Government's goal of reducing malnutrition (stunting and underweight) by 25 percent by the year 2000; b) help reduce childhood mortality rates; and c) assist AIDS and tuberculosis-affected groups, namely orphans and households headed by women, through development-oriented aid.
51. The **immediate objectives** are to: a) contribute to the improvement of the nutritional status of vulnerable groups consulting health services in the targeted areas, i.e., out-patients of clinics and rural health posts; b) help rehabilitate malnourished children admitted to hospitals and to health centres (in-patients); c) contribute to the prevention of malnutrition by providing a supplementary ration to hospitalized children under five in the targeted health centres and hospitals; d) provide food to tuberculosis patients attending hospitals and clinics and improve their nutritional status and attendance; and e) promote the self-



reliance of vulnerable households headed by women and of adolescents through non-formal education, nutrition education, skills training and micro-credit funded by donors other than WFP.

Intended outcomes

52. The supplementary feeding activity will provide daily food rations of 180 grams of high-energy protein supplement (HEPS) to 42,000 children under five years old for a maximum period of four months (at risk) or six months a year (malnourished). Furthermore, 12,000 expectant mothers attending health centres and health posts for ante-natal check-ups will receive a daily ration of HEPS if they are malnourished or at risk of early delivery of a low birth weight child. Finally, 3,600 children under five years old, hospitalized for illness or malnutrition, will receive a daily ration comprising 180 grams of HEPS, 60 of vegetable oil, 10 of sugar and 40 of dried skimmed milk (DSM).
53. An estimated 12,320 beneficiaries a year will receive rations as tuberculosis patients, or as support through self-reliance-oriented activities for vulnerable families affected by AIDS and engaged in self-help activities.
54. HEPS is a locally made food blend currently composed of 70 percent maize meal, 20 percent processed soya and 10 percent sugar. Although HEPS meets the WHO recommended requirements for protein, energy and iron, it is low in all other micronutrients. In future, HEPS and maize meal will be fortified with several micronutrients in order to boost the nutritional impact of food supplementation. This is expected to affect positively the rehabilitation of malnourished children, as well as increase the feeding programme's overall contribution to the elimination of micronutrient deficiencies in Zambia.

Role and modalities of food aid

55. Sustained health improvements in Zambia cannot be accomplished without reducing the existing high levels of malnutrition and poverty. The provision of a locally manufactured supplementary food like HEPS (in particular, when fortified with various vitamins and minerals) contributes to the rehabilitation of the nutritional status of a malnourished child. Overall, an improved diet by including HEPS will strengthen the child's immune system, allowing a better defense against infectious diseases and/or mitigating their impact on the child's health status. Cost savings will be made because of reductions in admission to health services and medication, and budgetary savings on health care costs for households. Malnourished expectant mothers at risk of having low birth weight children will benefit. Food aid will help improve the nutritional status and compliance to the treatment of tuberculosis patients, and promote self-reliance efforts among women, in particular those engaged in income-generating activities supported by the United Nations system, bilateral donors and the Government.

Implementation strategy

56. The District Health Management Team (DHMT) will be responsible for management, accounting and monitoring of WFP food commodities. The DHMT, which coordinates health-related activities at the district level, will establish direct linkages with other national and district programmes such as the Public Welfare Assistance Scheme (PWAS), neighbourhood health committees, clinics and local communities.



57. Food inputs will be channelled through the central FMU to storage facilities at the district level. District Health Offices will forward the commodities to all assisted health centres, health posts and appropriate local community structures. The assisted hospitals will receive food rations directly from WFP (via the FMU).

Support, coordination, and M&E arrangements

58. NFNC will provide technical and policy guidance on nutrition-related issues and assist in evaluating the activity, in collaboration with WFP. The Ministry of Health/NSATLP will provide technical and policy guidance regarding HIV/AIDS, in collaboration with WFP and other United Nations agencies. DHMT or selected NGOs will coordinate and monitor implementation. Quarterly and bi-annual reports will be provided by the DHMT to the Regional Health Board (RHB), NFNC and WFP. A thorough evaluation of the supplementary feeding activity will be carried out every two years, in order to measure the impact and adjust the activity accordingly.
59. **Cost estimate.** This activity is expected to require 20,575 tons of HEPS, 7,924 of maize meal and 1,637 of non-cereals (vegetable oil, sugar and DSM). The estimated costs are 16.4 million dollars for WFP, including, *inter alia*, about 600,000 dollars for micronutrients to fortify HEPS and maize meal. The Government's contribution to this activity is estimated at 5.3 million dollars.

SUPPLEMENTARY PROGRAMME ACTIVITIES

Introduction

60. The supplementary activities proposed below will be further appraised and implemented during the course of the country programme period. Activities will involve cash, food or both, depending on the type of intervention.

Supplementary Activity 1: Food Aid Facility (Food Fund)

61. A food aid facility/contingency reserve, with resources amounting to about 10 percent of the budget for the main activities (about 2.9 million dollars) will be utilized for supplementary activities. This would support activities such as the education for girls pilot project in Luapula Province, and fund contingency food aid programmes and activities (including emergency relief) for disaster mitigation in drought-prone areas and/or in periods of drought.
62. The 1990 census and recent updates indicate that only 56 percent of the seven to 13 age group are in schools and 75 percent of girls do not complete primary school. Girls in rural areas are more affected in that besides economic reasons there are also strong cultural practices (such as early marriage) which contribute to disrupting their schooling. There is a strong advocacy campaign being organized by women's groups to sensitize the communities and reduce such practices. WFP intends to concentrate in Luapula province, where cultural and economic factors play a major role in disrupting girls' education. WFP will cooperate with the Ministry of Education and the Zambia Community Schools Secretariat. The pilot project will target girls attending grades 3 to 7. There is close coordination with UNICEF's Programme for the Advancement of Girls' Education.



Supplementary Activity 2: VAM and disaster mitigation

63. In a second phase of VAM activities, to begin in 1997, additional assistance will be provided to the Government as WFP-Zambia strengthens its own capacity. In close collaboration with four main bodies, the Early Warning Unit of the Ministry of Agriculture and Fisheries (MAFF/EWU), the Zambia Meteorological Department, the Food, Health and Nutrition Information System (FHANIS), and the USAID Famine Early Warning System (FEWS) Project, the following activities will be undertaken: a) refinement of VAM methodology as a tool for disaster preparedness and development planning; b) integration of VAM into WFP-Zambia's decision-making and programmes; c) improved use of existing monitoring systems (agricultural prices, meteorological data, nutrition and health); d) increased use of Global Information System (GIS) spatial analysis and map products; and e) technical assistance to the Office of the Vice-President's Disaster Preparedness Unit. The immediate activity is the updating of 1996 data and extension of the analysis from the district to the household level. An estimated 200,000 dollars is required for VAM, and 200,000 dollars for support to disaster mitigation activities.

Key issues and risks

Assumptions on policy environment, national institutions and assistance partners

64. Zambia has been involved in structural adjustment and systematically putting into place a legislative basis for decentralized, participatory development, especially at the district and provincial levels. In view of the above, the success of the proposed programme will depend on an effective coordination of various government agencies and effective delegation of fiscal and supervisory authority to regional and district administrations. Variations in bilateral commitments may also affect the achievement of programme objectives, especially in those activities in which WFP interventions are intended as a complement to those of other donors.

Issues relating to the funding of the Country Programme

65. This Country Programme Document (CPD) includes the Executive Director's recommendation to allocate 31.8 million dollars for basic activities and 3.3 million dollars for supplementary activities, based on economic and social needs. The Government has promised to allocate 10.7 million dollars as a contribution to the Country Programme, which is significant for an LDC like Zambia, where hard choices have to be made regarding budgetary allocations for very urgent and competing socio-economic needs.

Risks and essential conditions related to implementation of the Country Programme

66. Decentralization has proceeded and there is little risk of future policy reversals. Substantial progress has been made in defining responsibilities and establishing coordination mechanisms, as identified in the CSO. The system of coordinating committees proposed in this CPD has been fully accepted by the Government and will greatly facilitate development planning and implementation. Policy support has been put in place for this programme. Risks include, *inter alia*, implementation difficulties of FFW activities in rural areas where they will be gradually introduced, and the possible unavailability of WFP development resources to meet the programme's needs, especially for direct support costs.



PROGRAMME MANAGEMENT PROCESS

Appraisal

67. Programme activities were proposed by the WFP country office and the Government as part of their formulation of the CSO. They were reviewed by the Regional Bureau and the Programme Review Committee at headquarters. After review of and comments on the CSO by the WFP Executive Board in March 1997, a country programme mission was fielded by WFP in March 1997 to further review the components of the Country Programme. Proposals were then submitted by the Government for further programme preparation/implementation. The CP mission included experts from ILO, WHO and FAO, and local experts who appraised the programme components and produced detailed technical reports concerning all aspects of each programme activity. The CP mission strongly supported the three basic activities of the Country Programme, and recommended an increase in food aid in light of the deteriorating socio-economic and health conditions in Zambia. The Government actively participated in the WFP country programme mission and formed a task force after the appraisal mission to further refine programme activities and budget for them.

Programme implementation

Adequacy of country office staffing to implement the Country Programme

68. The WFP country office staffing needs are currently adequate and will be kept under review to enable smooth implementation of the new programme. The capacity of staff needs strengthening, with training in programme management, participatory planning techniques and gender analysis. It is envisaged that counterpart staff will be trained in accounting and programme management. The M&E system of the programme needs to be strengthened for improved targeting and impact assessments. A baseline survey in the CP target areas will be carried out in collaboration with relevant national institutions such as the Food, Health and Nutrition Information System (FHANIS). An M&E expert will utilize information from such surveys and previous monitoring systems to set up an integrated M&E system for all CP components.

Coordinating and executing authorities

69. The Ministry of Finance is responsible for national policy matters and guidance on future directions of external assistance, including food aid. A Country Programme Advisory Committee (CPAC), under the Chairmanship of the Minister of Finance (or his/her nominee), will meet twice a year; it will consider policy issues and monitor the implementation of the CP. Membership of the CPAC is proposed to include programme beneficiary departments, the United Nations Resident Coordinator and the WFP Country Director.
70. At the operational level, a WFP Project Coordinators' Forum (PCF) will be held every quarter under the joint chairmanship of the WFP Country Director and the Deputy Minister of Finance (or the Permanent Secretary, Ministry of Finance) to discuss operational issues. Attendance at PCF meetings will be open to all Project Coordinators and their Assistants, and Project Accountants of WFP operational projects. A summary of PCF meetings will be presented to the bi-annual CPAC meetings.



Involvement of participants in planning and programme management

71. Planning and management of programme activities will be based on the participation of beneficiaries, including women. Food security interventions such as rural and urban FFW require decision-making and initiative at the community level, particularly in needs assessment, project management and in maintaining assets created. Human development and health interventions, such as supplementary feeding, require the direct involvement of local communities, NGOs and district authorities to help target those in need and supplement the programme through their own budgets. All project authorities will ensure that local communities define their needs and that these needs are incorporated into annual work plans.

Gender considerations

72. Problem analyses during the different stages of the Country Programme revealed gender imbalances which will be addressed by the CP, according to WFP's mandate. Basic Activity One on urban FFW targets 90 percent women; Activity Two on rural FFW targets 60 percent women. Activity Three on supplementary feeding mainly targets malnourished children, children at risk of malnutrition and expectant mothers attending clinics in 27 targeted districts. Activity Three also targets AIDS-affected households headed by women through self-reliance-oriented activities. Supplementary Activity 1, based on a demand-driven food aid facility, integrates a pilot education project for girls in Luapula Province. The Country Programme builds on the achievements of previous WFP programmes in targeting women. Ninety percent of beneficiaries in the current urban FFW project are women; this feature was praised by a thematic evaluation and a management review in 1996. The country office has prepared an action plan to promote and monitor the role of women in WFP's activities from 1996 to 2000.

Complementary inputs

73. Government matching funds to the amount of 10.7 million dollars are expected to be committed to complement WFP's core commitment of 31.8 million dollars for basic activities and 3.3 million dollars for supplementary activities. Government matching funds include staff costs, funding for maintenance and additional construction costs for new feeder roads, dam construction, and food management costs. In order to foster implementation of the CP, co-financing arrangements with bilateral donors are being discussed in Lusaka.

Food logistics arrangements

74. The bulk of WFP commodities will be acquired through local purchase of mainly HEPS and maize meal. Pulses could be purchased locally if available or imported. Vegetable oil and salt are usually imported. Commodities imported by WFP will be delivered at WFP's expense to the port of Durban or Dar-es-Salaam, and forwarded by rail or truck to the delivery points. The Government, through relevant project authorities, will take responsibility for receipt, ITSH and eventual allocation of the food commodities for distribution to beneficiaries. In view of Zambia's status as an LDC and LIFDC, the Government will meet 50 percent of ITSH costs.

Preparation of annual work targets and resource allocation

75. For each basic activity, the WFP office, in consultation with the agencies concerned, will prepare annual work plans, based on the indicative resource availability figures. Shortfalls



could be compensated by temporary advances, with due consideration given to the various levels of current resource supply, the community, the district, the Government Department, bilateral and multilateral donors, and WFP.

PROGRAMME MONITORING AND AUDIT

- 76. Institutional arrangements.** WFP projects in Zambia follow WFP's standard reporting system. Routine reporting is the responsibility of project authorities, with WFP staff reviewing reports and conducting field missions, while the CPAC will be responsible for monitoring progress on the achievement of CP objectives. Each project's plan of operations will specify the specific institutional arrangements for monitoring, reporting and audit requirements of all resources allocated to the project. The Office of Internal Audit (OEDA) will be requested to design a system and carry out two programme audits during the five-year period. The Ministry of Finance will provide technical assistance to WFP to prepare for a comprehensive programme audit.
- 77. Key indicators, and types and frequency of reports.** The monitoring system measures project inputs, including supply and utilization of WFP food commodities, and outputs in terms of achievement of physical targets. The two basic reports issued by project management are food utilization reports which are prepared quarterly and project implementation reports, prepared bi-annually. The quarterly project reports are adequate for reporting on the utilization of food commodities, but the project implementation reports for the basic programme activities need to be further developed to reflect new objectives included in the Country Programme. Key indicators include: gender participation in project activities; increase in household food security; income transferred through food aid; additional kilometres of rural roads constructed and rehabilitated; and number of urban drains constructed. In order to measure properly the impact of activities, a baseline survey will be conducted at the beginning of the programme in selected areas where the programme will be functional. Additional surveys every two years will then assist in measuring and monitoring the impact of the activities.

Programme adjustments and supplementation of country activities

- 78.** The Country Programme will integrate a dynamic, flexible process involving in-built mechanisms for review, monitoring and modification. It is subject to changes in government policy and United Nations strategy, and fluctuation in the availability of WFP's potential resource level. Each basic activity has been designed with adaptable work plans to reinforce success and modify or discard components which may prove to be unsuccessful. The monitoring systems built into each programme activity are vital management tools in the programme management and adjustment process. In addition, linkages will be sought with other programmes, such as the Public Welfare Assistance Scheme (PWAS), which also target assistance to vulnerable groups.
- 79.** Further supplementary activities will be initiated in concurrence with the Government should annual resource levels exceed the needs of ongoing ones. In this regard, the WFP Country Director will review resource levels annually and where supplementary activities are possible, forward appropriate recommendations to the Ministry of Finance. Ad hoc refugee or emergency relief activities will be initiated at the request of the Government and UNHCR, depending on their scale. Additional funds would be required for food aid assistance to refugees from neighbouring countries.



Evaluation

80. Arrangements for in-built evaluation will be included within each activity. This will include a mid-term evaluation for each operational project to review issues such as project design, management, financing and monitoring, and highlighting issues such as coordination, vulnerable group and poverty targeting, gender concerns, beneficiary participation and sustainability. The mid-term reviews will therefore serve to indicate whether corrective measures will be needed to revise project objectives and outcomes.
81. Terminal evaluations will also be conducted for completed projects to indicate their impact on their respective sectors and areas. Specific impact evaluations will be conducted for all three basic programme activities as well as for supplementary activities, such as the girls' education project, to determine lessons learned and the scope for a future expansion. The Country Programme, being the first of its kind for WFP operations in Zambia, requires a detailed formal evaluation prior to the end of the programme period in 2002, in order to assess the impact on vulnerable groups including women, children and the poor, and the critical lessons learned.



ANNEX I



ANNEX II



WFP OPERATIONAL BUDGET 1998-2002

Activity	Commodity	Volume (tons)	Value	Ocean	Overland	ITSH	DSC	ISC	Total Cost
			(dollars)						
Urban FFW	Maize meal	14 175	3 40	-	-	992 25	-	610 80	5 00
Urban FFW	Pulses	2 835	1 27	-	-	196 45	-	204 91	1 67
Urban FFW	Vegetable oil	425	382 50	25 92	44 20	29 75	-	67 05	549 42
Urban FFW	Salt	142	29 82	8 66	14 76	9 94	1 79	258 41	2 11
Rural FFW	Maize	3 300	792 00	-	-	231 00	-	142 19	1 16
Rural FFW	Pulses	825	371 25	-	-	57 75	-	50 63	488 63
Rural FFW	Vegetable oil	124	111 60	7 56	12 89	8 65	-	19 56	160 30
Rural FFW	Salt	41	8 67	2 50	4 26	2 87	934 37	132 41	1 08
Supp. Feeding	Sugar	65	26 65	3 96	6 76	4 55	-	5 82	47 75
Supp. Feeding	HEPS	18 662	6 57	-	-	1 30	-	1 08	8 92
Supp. Feeding	DSM	259	518 00	15 79	26 93	18 13	712 02	179 43	1 47
Supp. Feeding	Maize meal	7 924	1 90	-	-	554 65	-	341 42	2 79
Supp. Feeding	Pulses	528	237 60	-	-	36 90	-	38 16	312 72
Supp. Feeding	Vegetable oil	785	706 50	47 88	81 64	54 95	-	123 84	1 01
Supp. Feeding	HEPS	1 913	669 60	-	-	133 90	277 61	150 29	1 23
Fortification	HEPS		578 60						578 60
Fortification	Maize Meal		38 10						38 10
Food Fund		5 200	1 65	11 23	19 14	364 02	371 99	342 34	2 80
VAM							200 00		200 00
Disaster mitigation							200 00		200 00
TOTAL		57 203		123 53	210 61	4 00	4 49	3 76	31 87

WFP OPERATIONAL BUDGET 1998-2002

Activity	Volume (tons)	Value	Ocean	Overland	ITSH	Commodity & c.i.f. Costs	Direct Support costs	%	Indirect Support	Total Cost
Urban FFW	17 577	5 0	34 58	58 96	1 23	6 414	1 795	28	1 14	9 35
Rural FFW	4 290	1 2	10 06	17 16	300 30	1 610	934 371	58	353 80	2 89
Supp. Feeding	30 136	10 5	67 64	115 33	2 10	12 884	989 639	8	1 93	15 80
Fortification HEPS		578 6	-		-		-		-	578 60
Fortification maize meal		38 1							-	38 10
Food Fund	5 200	1 6	11 23	19 14	364 02	2 090	371 993		342 30	2 80
VAM							200 000			200 00
Disaster mitigation			-		-		200 000		-	200 00
TOTAL	57 203	19 271	123 53	210 61	4 00	23 000	4 491		3 71	31 87