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COUNTRY STRATEGY OUTLINE— ZAMBIA

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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

Zambia, classified as a least-developed country (LDC) with a per capita gross domestic product (GDP) of US\$300, is one of the world's poorest countries. Although it is a country with immense potential to achieve food production self-sufficiency, food insecurity at both the national and household levels continues to rise, as indicated by a decline both in per capita cereal production and in annual net imports. Despite an overall increase in the contribution of the agriculture sector to the national economy, that area remains particularly vulnerable owing to recurring natural disasters, animal epidemics, limited access to key inputs and the continued reluctance on the part of farmers to adopt crop-diversification practices. Poverty and food insecurity remain widespread in rural areas, but in recent years there has been a rise in both in urban areas.

This second-generation Country Strategy Outline (CSO) has been prepared within the context of the Country Common Assessment/United Nations Development Assistance Framework (CCA/UNDAF), the strategic priorities of the Government under its Poverty Reduction Strategy Paper (PRSP) framework and WFP's Enabling Development policy. It draws upon experiences from the current Country Programme (CP) formulation and takes account of recommendations from the CP evaluation.

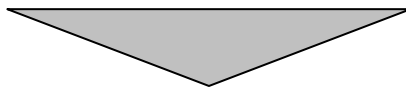
The main strategic goals remain largely unaltered from the current CP, but the new CSO suggests a shift in CP activities to provide greater support for the education sector, and initiatives designed to help communities and households reconstitute their asset base and achieve sustainable livelihoods. The CP will focus on the main objectives of the UNDAF and, accordingly, will contribute to fulfilling the right for all Zambians to have an adequate standard of living. In line with WFP's Enabling Development policy (decision 1999/EB.A/2), WFP resources will be used towards the achievement of the following objectives:

- Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
- Enable poor households to invest in human capital through education and training;
- Make it possible for poor families to gain and preserve assets; and
- Mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.

Future activities will focus exclusively on the poorest districts, which can be characterized by chronic food insecurity, high rates of malnutrition and a high prevalence of HIV/AIDS-infected beneficiaries. WFP food resources, combined with non-food resources, will go towards three basic activities: Food for Assets (FFA), under which will be subsumed continued support to the Government for disaster management and mitigation and to vulnerability analysis and mapping (VAM); Assistance to Primary Education (APE); and Supplementary Feeding (SF). In addition, natural and man-made disasters remain a key concern. In an area that is prone to the rapid onset of both natural disturbances and man-made emergencies, developing the capacity of the Government and the targeted households to respond to these contingencies will remain a priority for the country office.



Draft Decision



The Board endorses the Country Strategy Outline for Zambia (WFP/EB.3/2001/7/4) and authorizes the Secretariat to proceed with the formulation of a Country Programme, which should take into account the comments of the Board.



FOOD INSECURITY AND THE POOR AND HUNGRY

1. Zambia, a landlocked country, is one of the most urbanized (37 percent) in Africa. Nearly one third of its population is concentrated in the provinces of Lusaka and Copper Belt, which accounts for only 7 percent of the total land area. According to the 1990 census, the estimated population was 10.7 million, with a growth rate of 3.2 percent. Yet preliminary evidence from the 2000 census points to a decline of about 2.0 percent in the population growth rate over the past ten years, which can be attributed largely to the HIV/AIDS epidemic.
2. In the decade following political independence in 1964, Zambia was one of the most prosperous countries in the African sub-continent, owing to its profitable copper mining industry. However, over the last 20 years, falling copper prices, combined with the rising cost of oil in the 1970s, precipitated the decline in the economy. In addition, continued dependence on declining copper earnings (80–90 percent of Zambia's export revenues), the neglect of the agriculture sector (largest proportion of the labour force), high unemployment, high inflation rates, large current account deficits, and large fiscal deficits all combined to make Zambia's economic outlook grim.
3. Compounding Zambia's social and economic decline has been the country's huge external debt. In 2000, the debt was about US\$7 billion. Half of this is owed to multilateral agencies, particularly the International Monetary Fund and the World Bank, and half to bilateral organizations. The country pays an annual average of US\$133 million to service its external debt, 69 percent more than what it spends on all social sectors (e.g. education, health). Clearly, this debt burden has contributed to slowing Zambia's socio-economic development. In addition, the rate of decline in the per capita GDP averaged 2 percent annually during the period 1991–1999. By the close of 2000, the per capita GDP was estimated at US\$300, which is far below the average of US\$480 for sub-Saharan Africa.
4. The country is also particularly vulnerable to recurring natural disasters (floods, drought and animal disease epidemics). In addition, the presence of large numbers of refugees (currently estimated at 260,000) continues to put pressure on already overstretched natural, social and economic resources. WFP is currently supporting approximately 117,000 such refugees through protracted relief and recovery operation (PRRO) 10071.0, which is also being submitted to the Executive Board's Third Regular Session, 2001. Through a combination of activities, that PRRO will address the food needs of refugees who have entered the country since 1999, and those of the most vulnerable groups (widows, the elderly and HIV/AIDS- and tuberculosis (TB)-infected people) among the earlier caseload refugee population.
5. Thus, today Zambia is one of the poorest countries in the world. In 2000, it was ranked 153rd (down from 145th in 1998) among the 174 countries on the Human Development Index. Moreover, the depth and severity of its poverty are widespread. The level of poverty (measured in terms of household expenditures) was over 70 percent in 1998. Nearly 53.2 percent of the population was described as extremely poor,¹ and 16 percent as moderately poor. Poverty levels are higher in rural areas (83 percent) than in urban areas (56 percent), but between 1991 and 1998 the incidence of poverty increased faster in urban areas (7.4 percent) than in rural areas (3.9 percent).

¹ Extreme poverty refers to those living in households with expenditure below a level that is sufficient to meet basic nutritional needs.



6. Throughout Zambia, poverty has been precipitated by a combination of factors, such as the HIV/AIDS pandemic; inadequate access to productive employment opportunities; inadequate physical assets, such as capital and credit, even on a small scale; and inadequate access to markets where people can sell their goods and services. The most affected are female-headed households, street children, orphans, persons with disabilities, households headed by the elderly (60 years and older), the unemployed and those in low-paying formal and informal employment.
7. Poverty has a gender dimension. In Zambia a disproportionate number of the deprived or disadvantaged are women. Women more than men face major socio-economic and cultural constraints that limit their efforts to improve their welfare. Women are poorer than men; have less access to resources such as agricultural land, credit and education; and have limited participation in the formal labour market. For example, only 38 percent of urban females are economically active. Overall, the labour force participation rate among women in 1998 was 12 percent below that for males. Politically, women also have low representation in decision-making processes at all levels. The increasing feminization of poverty also affects women's access to food and other basic needs, especially among households headed by women.
8. Zambia is one of the countries hardest hit by the HIV/AIDS pandemic. In 2001, an estimated one million persons, representing nearly 20 percent of Zambia's adult population, were infected with HIV. The spread of the HIV/AIDS pandemic has clearly compounded the country's health and socio-economic problems. AIDS-related deaths are increasing, and the average Zambian lifespan fell from 49 years in 1992 to 37 years in 2000. HIV/AIDS has also led to an unprecedented increase in the number of orphans, currently estimated at 1.3 million, representing approximately 10 percent of the population of Zambia. The percentage of orphans among children aged 15 years and under rose from 22.3 percent in 1990 to 34.3 percent in 1998. There was also a dramatic increase in tuberculosis from 1984 to 1999, with more than 50,000 cases reported in 1999 alone, and an incidence of about 600 per 100,000 people. Every year, nearly 32,000 newborn infants are HIV-positive, and 40 percent of all under-5 deaths are HIV-related.
9. HIV/AIDS has had a negative impact also on household food security. Chronic illness or death results in the loss of income and labour and a depletion in household assets, especially when the head of the household is affected. Household resources are diverted to care for the sick and to meet medical costs. Other members of the household tend to work less in order to care for the sick family member. Women are particularly disadvantaged, as they bear the burden of caring for sick members of the household, and this reduces the time they have for other productive and reproductive activities. Children in particular, and especially girls, are taken out of school to save on educational expenses and increase household labour. With the increase of HIV/AIDS, there has been an increase also in the number of vulnerable households headed by women, children and the elderly. Zambia's historic gains in child survival are now being reversed by the AIDS epidemic.

Food Insecurity at the National Level

10. Food security at the national level is precarious. Maize remains the staple food. Agriculture provides livelihoods for about 50 percent of the population and 67 percent of the economically active. It also remains by far the main opportunity for income and employment for women (comprising 65 percent of the rural population), who are the principal producers of food crops. However, the country is unable to produce enough to meet its food needs. The Government's efforts to shift crop production from maize to other crops, such as cassava and other tuber crops, has not yielded the expected results: the crop



sub-sector is still dominated by maize, which accounts for about 65 percent of the land cropped annually and about 85 percent of cereals.

11. National food availability gaps persist. In 1998/1999, total cereal production was 1.1 million tons. To meet national requirements, total imports that marketing year were 400,000 tons; food aid constituted 30,000 tons. Total domestic cereal availability for 1999/2000 increased slightly, to 1.2 million tons, while total needs remained constant at 1.5 million tons. Under the current CP, food commitments from WFP and other donors amounted to 57,000 metric tons. During the same 1998/1999 period, the Government of the Republic of Zambia purchased and received an additional 45,000 metric tons of relief food. The food was used mainly for refugees and came from a combination of sources, including the Government, WFP and international donors.
12. National food insecurity problems in the country are caused by recurrent droughts, poor rural infrastructure, low levels of technology and late deliveries of inputs, as well as the low incomes and investments that have contributed to slow growth in agriculture and food production, especially in drought-prone areas in the Western and parts of the Southern and Eastern Provinces.²
13. At the household level, the food insecurity situation has been compounded by a combination of factors, such as the increase in food prices caused by the removal of subsidies and reduced household incomes resulting from unemployment and HIV/AIDS.
14. Child malnutrition is on the rise as a result of the country's general economic decline, the HIV/AIDS epidemic, poverty, gender disparities, and national and household food insecurity. For the under-5 population, 53 percent was stunted and 5 percent wasted in 1996–1998. The prevalence of stunting was 40 percent in 1990 and 43 percent in 1996. The prevalence of child malnutrition is more marked in rural areas, particularly in Luapula and Northern Provinces. In 1996, malnutrition among mothers of children under 5 (based on their body mass index) was higher in rural (10.1 percent) than in urban areas (7.8 percent). Comparative provincial figures were 19 percent in Western, 13.1 percent in North Western, 6.6 percent in Eastern and 6.5 percent in Lusaka. Provinces with high prevalence of malnutrition also show low school attendance, low achievements and high drop-out rates, especially among girls.
15. Infant mortality rose from 90 per 1,000 live births in 1990 to 109 per 1,000 live births in 1998; the under-5 child mortality rate rose from 192 per 1,000 in 1996 to 197 per 1,000 in 1998; maternal mortality increased from 649 per 100,000 live births in 1996 to more than 800 per 100,000 live births in 1999; infants with a birth weight below 2.5 kg were 4.9 percent of those born in 1992 and 11.2 percent of those born in 1998.

The Target Population

16. Given the depth and wide distribution of poverty in both the rural and urban areas of Zambia, the poorest of the poor households would be targeted. With the country's exceptional vulnerability to natural disasters and the high exposure rate of HIV/AIDS, WFP's current efforts are focused on the western lowlands and south central regions, the peri-urban areas of Lusaka and the Copper Belt. In general, the population in these areas is faced with chronic short-term hunger, and when used in these situations, food assistance has a strong comparative advantage. Special attention will be given to poor hungry

² Vulnerability analysis and mapping carried out from 1995 to 1999/2000, conducted by WFP and the United States Agency for International Development. The assessments identified the country's vulnerability to risk and its ability to cope with that risk.



households affected by HIV/AIDS and tuberculosis; households headed by women, the elderly and children (in particular girls and orphans of poor hungry households, with the objective of improving their access to education); and poor households in refugee host communities. Owing to the general environment of insecurity for those Zambians living along the border with Angola and the Democratic Republic of Congo, contingency provisions will be made for internally displaced persons. In addition, a significant portion of the refugee population in the country will be supported through PRRO 10071.0.

GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

Overall Policies

17. In an effort to mitigate the short-term negative impact of the Structural Adjustment Programme and the increasing manifestation of poverty, in 1997 the Government designated the Ministry of Community Development and Social Services (MCDSS) to serve as a focal point for all poverty-reduction-related programmes; to coordinate all poverty-reduction interventions; and to spearhead preparation of a comprehensive and coherent National Poverty Reduction Action Plan (NPRAP). This measure was aimed at reducing poverty levels from 70 percent (in 1997) to 50 percent by 2004. As a first step, the MCDSS prepared the National Poverty Strategic Framework (NPSF) document in May 1998, with the assistance of the United Nations Development Programme (UNDP). In December 1998, the NPRAP, which translates the NPSF into action, was approved. The Government is currently preparing a Poverty Reduction Strategy Paper (PRSP) with the wide participation of the Bretton Woods institutions, multilateral institutions, non-governmental organizations (NGOs) and civil society. Funding for the social actions foreseen in the PRSP is expected to come from monies released as a result of the Heavily Indebted Poor Countries Debt Initiative.
18. Although the Government does not have a specific policy on household food security, and did not address this issue in its NPRAP, strategies to achieve increased household food security have been stipulated in the Agriculture Sector Investment Programme (ASIP). The first ASIP, formulated in 1993, focused on the decentralization and privatization of service delivery. In 1998, ASIP was reoriented with the specific objectives of: (i) ensuring adequate household and national food security; and (ii) guaranteeing special access to food by vulnerable groups.
19. Within ASIP, provision is made under the Rural Investment Fund component to provide grants to small farmer groups for infrastructure development. In addition, the Government has made provision for food security-related activities under the Zambia Social Investment Fund (ZAMSIF) and the Road Sector Investment Programme, which aim at improving social and economic infrastructure.
20. In March 2000, the Government approved a National Gender Policy with the objective of addressing gender imbalances and fostering equitable development. Some of the concerns being addressed through the National Gender Policy are: women's limited access to and control over productive resources, social services and participation in decision-making at all levels; women and girls' limited access to basic health services; women and girls' lack of access to adequate food, safe water and sanitation; disparities in access to education; and women's lack of access to credit, improved technology, land and extension services. The Government has also established the Gender in Development



Division at the cabinet level and appointed focal persons for gender in each sector ministry. The Government is currently preparing to implement the policy.³

HIV/AIDS Policy

21. The Government prepared the National HIV/AIDS/STD (sexually transmitted disease)/TB Strategic Framework in October 2000, with the assistance of UNAIDS and bilateral donors. The framework is based on lessons learned from previous global responses related to the epidemic. Through the current HIV/AIDS strategic plan (2001–2003), the Government has developed a more realistic national response to the pandemic. A key objective of the plan is to establish a National AIDS Council, which will serve as a coordination mechanism for the Government, NGOs and society at large in the fight against HIV/AIDS. The framework, which is now in place, defines national response in terms of fundamental principles, broad strategies, institutional framework and key steps needed for results-based management. The framework is also meant to be sufficiently flexible to address the specific needs of the various groups.⁴

Health Sector Reforms

22. Since 1992, the Government has been implementing health reforms. In recent years, emphasis has been placed on providing more autonomy to the district health management boards (DHMBs) and increasing the participation of the local communities in the process of health care delivery. In 1999/2000, the Government, with assistance from its cooperating partners, prepared the Strategic Health Plan (2001–2005), which emphasizes affordability of services, district-level resource shifting, prioritization of service delivery and the rationalization of all donor assistance to the health-care sector. However, implementation of the plan is likely to be constrained by limited resources, high poverty levels and HIV/AIDS and TB epidemics. As a result, WFP and other implementing partners felt that additional support measures should compensate for the lack of significant improvement in the health services by focusing on cost-effective measures such as safe water and basic nutrition.⁵

Food Aid Policy

23. Although there is as yet no explicit policy on food aid, the Government recognizes and fully supports the “safety net” programmes that are partially funded by food aid. Following the minor drought of 1993/1994, the Government actively encouraged private traders to import and store staple crops. Thus, food deficits have been met both through food imports by private institutions and through food aid, especially during periods of natural disaster. Even so, most rural and poor households can hardly afford the price of food, so food aid from donor countries and WFP forms a substantial contribution to household food security, especially during the disasters and lean months experienced in parts of the country.⁶

Education Aid Policy

24. The Government, with support from multilateral and bilateral donors, has been focusing on the Basic Education Sub-sector Investment Programme (BESSIP). The BESSIP

³ National Gender Policy, 2000.

⁴ Strategic Framework: National HIV/AIDS/STD/TB Council 2000.

⁵ United Nations CCA Report, Advance Copy for Partners, 2001.

⁶ Ibid.



initiative aims to improve school infrastructure, upgrade the skills of teachers, allow for the purchase of the educational materials, develop curriculum, support vulnerable students and improve students' health and nutrition. In addition, the Government is seeking actively to meet the commitments made at the 1999 World Children's Summit, through its National Programme of Action for Children.

ASSESSMENT OF WFP'S PERFORMANCE TO DATE

25. WFP has been assisting Zambia since 1964. Over the years, the Programme's support has been targeted largely to support Zambia's efforts to deal with a range of refugee problems, including assistance to Angolans, Mozambicans, Zairians and Zimbabweans. During the 1970s, with Zambia's economy declining, WFP began to expand its assistance to support social-safety-net activities. Since 1992, the total approved assistance has amounted to US\$130.4 million, of which US\$65.5 million was for drought/flood-related activities, US\$16 million for assistance to refugees and US\$48.9 million for development. In 1991, WFP mounted its largest effort in response to the drought in southern Africa.
26. The resources provided under the current CP (1998–2002) approved by the Executive Board in October 1997, amounted to US\$31.9 million in support of basic and supplementary activities: Basic Activity 1, Urban Food for Assets (UFFA) (US\$9.3 million, or 29 percent of the CP); Basic Activity 2, Rural Food for Assets (RFFA) (US\$2.9 million, or 9.1 percent of the CP); and Basic Activity 3, Supplementary Feeding (US\$16.4 million, or 52 percent of the CP). For supplementary activities, US\$2.9 million was provided to support such activities such as the "Education for Girls" project in Luapula Province, and contingency food aid programmes (including emergency relief). In addition, US\$200,000 was allocated both to the second phase of VAM activities and to disaster mitigation and preparedness activities. Also, a contingency amount of US\$4 million was included to feed a possible influx of 80,000 refugees, given the political uncertainty in neighbouring countries.
27. The CP's long-term development goals 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. These goals will be attained through: (i) enhanced food security through food for assets; and (ii) human development through supplementary feeding of malnourished children, expectant mothers and other vulnerable groups.
28. An external evaluation of the CP was carried out in October/November 2000.⁷ The mission noted that the two overall goals of the CP were clearly defined and relevant to government development priorities, as well as being entirely consistent with WFP's Enabling Development policy. The three basic activities were deemed to be complementary, self-reinforcing and reasonably well integrated with relevant government development programmes at the district level. The mission also 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.
29. However, the mission did feel that the CP had not realized the full potential for programming linkages/integration among its core and supplementary activities or for

⁷ Country Programme Evaluation Report, 2000.



linkages with the relevant national-sector programmes. In this respect, 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. The mission further noted that there existed a strong rationale for building additional links between the SF, FFA, and disaster-preparedness and mitigation activities, within the most vulnerable districts. Concentration of CP resources could be further improved to provide a stronger focus on asset-creation, human resource development and disaster mitigation, within the framework for geographic concentration provided by VAM.

30. The mission members suggested that SF could incorporate nutritional training for households (i.e. training in the cultivation, preparation and utilization of local foods). They further noted that SF and FFA might be integrated with a short-term distribution of emergency food aid in the event of crop failure. In addition, the mission recommended that the SF and APE activities be targeted to food-insecure communities with high numbers of orphans, under the framework of the national HIV/AIDS and poverty-reduction programmes.
31. The evaluation mission noted a need to review the current institutional arrangements vis-à-vis the oversight and management of the CP, the coordination of programme activities and their integration with related activities carried out by other government agencies and development partners.
32. The mission considered that the UFFA activity appeared an appropriate strategy for responding to the identified needs of urban vulnerable groups. Indeed, agreement on the strategy was based on consultations with partners from government agencies, on the Programme Urban Self-Help and on findings from VAM and from lessons learned from ZAM 4756.00. However, shortcomings in activity design that are related to community participation and the effectiveness of the training dispensed and the institutional arrangements for implementation needed to be addressed.
33. The mission also observed that the RFFA activity targeted high-risk rural areas where problems of access to economic and social infrastructure were a major contributing factor to poverty and food insecurity. It noted that the main risks were owing to drought, floods and animal disease epidemics. The mission concluded that these activities might be carried out most cost-effectively by integrating the resource flows for RFFA with those proposed mainly for disaster preparedness, mitigation and management in the framework of a single activity.
34. On the whole, the mission concluded that the process of developing the first CP had resulted in a clear strategy and a coherent programme for WFP in Zambia. Certainly, there was also a considerable sense of ownership on the part of the Government at the national and district levels. However, the mission found serious shortcomings in the institutional arrangements for the oversight and management of the CP, for the coordination of programme activities and for their integration with related activities carried out by other government agencies and development partners. There was also no effective mechanism 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 body entrusted with CP oversight to the implementing agencies, either within and outside the Government. The mission findings and recommendations were shared with the Inter-ministerial Coordinating Committee (IMCC), and that committee provided feedback, taking note of the concerns. A technical committee, representative of the IMCC, has since been formed to coordinate and advise the IMCC.



35. Finally, the mission determined that the strategic focus of WFP activities on the most vulnerable areas and groups, as well as on disaster mitigation and preparedness at the household and community levels, was amply justified and should continue largely unaltered in the next CP. It also noted that high priority should be given to correcting the gender, rural-urban and regional imbalances within intervention areas. The mission suggested three areas where food assistance could have a comparative advantage in Zambia: (i) in the education sector, in order to ensure access to school and raise the enrolment and attendance rates of students, particularly girls; (ii) in disaster-prone and food-insecure areas, to support infrastructure rehabilitation and sustainable agriculture practices; and (iii) in the health and nutrition sector, by focusing on the overall nutritional goals of the most vulnerable groups. In addition, the mission concluded that cross-cutting issues such as HIV/AIDS and gender should be mainstreamed into the overall CP design.

FUTURE ORIENTATION FOR WFP ASSISTANCE

36. The formulation of this second-generation CSO has been carried out in the context of the current preparation of the United Nations CCA, the first UNDAF and an inclusive and participatory process of workshops and seminars. Involved in the discussion were representatives of the Government (both at the central and district levels), other United Nations agencies, bilateral donors, community-based organizations and NGOs. From these discussions, a consensus has emerged on the strategic objectives and on the scope and nature of possible future WFP development assistance activities. While the main thrust of the long-term strategic goals is largely unaltered from the current CP, there is a shift in CP resources towards support to primary education (especially for girls and orphans); to improving the food security of poor and hungry HIV/AIDS-affected households; and to community-based disaster mitigation and management.
37. WFP's mission in Zambia will be to help poor food-insecure households and communities to reduce their chronic short-term hunger and thus enable them to contribute to the national goal of eliminating poverty. In the context of the CCA/UNDAF, WFP will contribute to: the fulfilment of both an adequate food supply and adequate standard of living through sustainable initiatives; personal security; full participation, protection and equality; and knowledge and a long and healthy life. It will accomplish this by focusing on four strategic priorities of the Enabling Development policy: (i) enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs; (ii) enable poor households to invest in human capital through education and training; (iii) make it possible for poor families to gain and preserve assets; and (iv) mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.
38. The long-term goals of future WFP assistance will thus be to:
- strengthen the capability of hungry poor households (especially those headed by women and children) to take charge of their own development; and
 - enable vulnerable households to withstand external shocks (floods, droughts and animal diseases epidemics), while addressing gender imbalances and the HIV/AIDS pandemic.
39. This will be achieved with actions designed to:
- improve the food security of the hungry and poor by alleviating their short-term hunger and providing opportunities for them to create assets;



- enhance community development and human resource capacity through education and training;
 - increase the capacity of communities to withstand and respond to external shocks resulting from continuous or recurrent emergencies such as HIV/AIDS and/or natural disasters, by strengthening the institutional structures at the community, district and national levels; and
 - prevent severe malnutrition of under-5 children, and improve the nutritional conditions of expectant and nursing mothers, TB and HIV/AIDS patients and their affected households.
40. Guiding principles for the implementation of activities include:
- disaster awareness, preparedness, mitigation and management planning;
 - gender-mainstreaming;
 - district and community participation in targeting;
 - HIV/AIDS awareness;
 - advocacy on hunger;
 - partnerships with the Government and all other relevant development agencies; and
 - building human resource capacity (of both beneficiaries and government agencies).
41. Future activities will focus on the poorest rural areas in the districts characterized by chronic food insecurity, high malnutrition and other poor socio-economic indicators, and on the urban poor, based on an updated analysis of chronic vulnerability and a new urban vulnerability assessment baseline, including a detailed analysis of disaster risk. Care will be taken to ensure that food aid is provided only when it is needed and for the shortest period feasible, to avoid creating dependency. WFP will also reinforce its efforts to integrate VAM methodologies and data into one common system and assist the Government in developing its capacity for early warning and vulnerability analysis on a sustainable basis. These tasks will be included as activities in the next CP.

Identification of Key Areas for Assistance

42. The strategy envisages that WFP food resources, combined with non-food resources, will go to three basic activities: (i) 40 percent towards FFA activities (in both rural and urban areas), under which will be subsumed continued support to the Government for disaster management and mitigation and for VAM activities; (ii) 30 percent towards APE; and (iii) 25 percent towards Supplementary Feeding. Furthermore, 25 percent of the resources from the three basic activities will be directed to support HIV/AIDS-infected and -affected households, either in the framework of jointly programmed activities or in the context of the mainstreaming of HIV/AIDS support actions. Finally, and in light of the increasing caseload of refugees from neighbouring countries and the high level of disaster risk, the remaining 5 percent of programme resources will be earmarked for emergency requirements to support the Government and other donors to sustain the refugees and the host communities. In line with WFP's policy, and as part of the overall effort to address what remains to be a serious gender gap in Zambia, 60 percent of CP resources will be targeted to women.
43. This CSO has been developed through a consultative process involving a large number of representatives from government institutions, United Nations agencies, NGOs and donors. It has been synchronized with the forthcoming UNDAF for Zambia and with the plans of other development partners. Joint programming opportunities are still at the design



stage. Internal planning and budgeting by interested partners is under way. It will, therefore, be necessary to develop a flexible approach to programming WFP assistance so that the country office can take advantage of emerging opportunities at the appropriate time.

Basic Activity 1: Food for Assets (FFA)

44. This activity will make it possible for poor families to gain and preserve assets (Enabling Development policy priority 3) and mitigate the effects of natural disasters in areas vulnerable to recurring crisis of that kind (Enabling Development policy priority 4). The long-term development goal will be to reduce both vulnerability to disasters and the food insecurity of communities in rural and urban areas. Food aid will be used to cover seasonally food insecure households in rural areas and the short-term consumption needs of households in urban communities. The provision of food aid will eliminate acute and chronic food insecurity and enable the affected households to invest in productive activities for their own benefit.
45. Food aid in combination with other resources will be used to support short- and medium-term disaster mitigation activities at the community level. In rural areas, chronic food insecurity is often found where disasters recur. Therefore, rural FFA activities will focus on agriculture-related mitigation schemes such as soil and water conservation, and the related skills training in sustainable cultivation practices.
46. The activity will normally operate in districts of chronic food insecurity, in tandem with the other two core activities in support of primary education and supplementary feeding. In line with WFP's Enabling Development policy framework, programming will take into account changes in the degree and levels of food insecurity through needs and vulnerability assessments. Food-assisted activities will be based on the needs and capacities of very poor and hungry people in a given locality, with special consideration given to women. Districts and communities will be involved in the planning and implementation of these activities.
47. In support of HIV/AIDS-mitigation activities, food assistance programmes will be clearly defined to target households for care-giving, skills training, counselling and income-generating activities. For example, one such activity might include counselling sessions held in community centres at food distribution points and would involve participation by the church, civil society and NGO partners. Such programmes can offer general relief to TB patients, and people living with HIV/AIDS and their families by helping to safeguard existing assets that otherwise would be used to acquire food. Such assistance should also be targeted to families who take care of orphans, providing those families with household rations.
48. In the context of the national decentralization policy, the activity (as envisaged by the appraisal mission for the current FFA activity) will provide WFP with a flexible mechanism for community empowerment through training for efficient project implementation and the sustainable management of outputs. Given that food emergencies may recur during the life of the activity, flexibility to switch from development to emergency will thus be explicitly built into the FFA activity.
49. WFP will work with UNDP, the Food and Agriculture Organization (FAO), UNAIDS, UNFPA and other agencies and donors on technical assistance to enhance implementation at the district and community levels. Additional cooperative initiatives with other partners—such as UNICEF and the World Health Organization (for assistance to primary education and supplementary feeding), the International Labour Organisation (ILO) and



bilateral donors—are at the planning stage. All of these initiatives, together with action on HIV/AIDS, will be coordinated within UNDAF.

50. NGOs will continue to play a fundamental role in the implementation of WFP-supported activities. New working arrangements will also be explored, including contracting NGOs and private enterprises to provide such services as technical support or management training.

Basic Activity 2: Assistance to Primary Education (APE)

51. This basic activity will address Enabling Development policy priority 2, enable poor households to invest in human capital through education and training. Food assistance to primary education will target schools in the food-insecure districts and communities with a concentration of orphans and high levels of malnutrition. WFP's intervention in the education sector will contribute in the long term to the improvement and extension of primary education to all and to a reduction in gender inequalities. The food aid will be aimed at improving school enrolment and attendance, providing special access to basic education for vulnerable children (especially girls and orphans) and increasing learning capacities. APE will be integrated with BESSIP through the School Health and Nutrition, and Gender and Equity components and through the National Programme of Action for Children (NPAC). It will also seek to involve more closely the populations concerned in the management of the school feeding activity and to ensure that the poorest and most under-educated groups (especially girls) are given equal access to schooling.
52. An issue in the APE activity is the sustainability of school feeding. The high food and non-food item costs make it impossible for the Government to sustain this activity in the long run. It is clear then that school feeding requires an agreed-upon long-term exit strategy. The long-term sustainability and the exit strategy will be based on actions to support school production units in line with the requirements of the Government, in conjunction with the FFA activity. In addition, WFP and the Government will work together to ensure that a school feeding policy is integrated with the national and sector development plans.
53. Community and parent sensitization will be carried out by the staff of the Ministry of Education (MOE) and parent-teacher associations well in advance of the commencement of school feeding operations in order to ensure the setting-up of institutional structures at the community level that can take steps to carry out school feeding after the phase-out of WFP support. If provided with adequate technical support (some schools and health centres are already planting food crops in their contiguous plots) and early warning, communities may be enabled to continue this activity after the end of WFP assistance.
54. In the context of BESSIP and ZAMSIF, the WFP initiative of assistance to primary education must, therefore, be part of the comprehensive government strategy supported by different donors aimed at providing free and accessible primary education, teacher recruitment and training, construction of additional school infrastructure and teacher motivation.
55. The formulation of the APE activity will be developed with the full involvement of the district authorities and communities and with MOE support, and made conditional on complementary inputs from the Government in terms of classrooms and teachers, to cope with expected increases in enrolment. Complementary assistance will also be sought from other partners, such as the Ministry of Agriculture Food and Fisheries, FAO, bilateral donor agencies, UNESCO and UNICEF, for the provision of teaching materials, bore holes, and deworming and the development of school gardens, as part of the exit strategy.



Basic Activity 3: Supplementary Feeding (SF)

56. This basic activity will address Enabling Development policy priority 1, enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs. Food aid will play a crucial role in preventing the death from severe malnutrition of under-5 children and in reversing the effects of hunger and micronutrient deficiencies in children, expectant and nursing mothers, TB and HIV/AIDS patients and their affected households. The current SF activity will be reoriented to strengthen the Government's efforts through the NPAC and the health reforms to assist poor food-insecure households and communities in bringing about a sustainable reduction in the level of malnutrition of their most vulnerable members. This will be achieved by modifying the activity to place food aid at the centre of a community-based nutrition and health education strategy that incorporates training in income-generating activities (under the FFA) and capacity-building for the DHMBs in initiating and managing community-based health services programmes.
57. This approach will be based on close cooperation and coordination with other United Nations agencies and bilateral donors using food assistance in combination with other development inputs. In collaboration with the Ministry of Health and other development partners, WFP will seek appropriate NGO/community-based organization partners to implement the community-based activities.

Scope for Joint Programming with Other Agencies

58. The WFP CSO is being harmonized with the programming cycle of the other United Nations agencies. The staff of the Zambia country office and their counterparts have been active participants in the CCA process, in the drafting of the UNDAF, and in the various United Nations Country Team thematic working groups. As part of a new collaborative United Nations strategy, the United Nations Country Team has made of special priority the joint targeting of a wide range of concerns, including HIV/AIDS, poverty reduction, food security, education and gender. The Government and NGO joint programming will continue to be an essential feature of all WFP activities in Zambia.

Operational Implications

59. The following implementation strategies and complementary activities are envisaged to secure an effective and a sustainable CP:

Targeting

60. WFP will improve targeting to the most vulnerable through a VAM-supported concentration of interventions on the most chronic food-insecure and flood- and drought-prone districts, and areas with high levels of malnutrition and HIV/AIDS prevalence. Districts that are among the most affected areas (south central, western lowlands, the southern region, parts of the northern and Luapula regions and the peri-urban areas of Lusaka and the Copper Belt Provinces) will be targeted, bearing in mind the need to concentrate and integrate the CP components and resources in order to maximize their impact. Targeting at the sub-district level will be done with the participation of local authorities and communities through the food economy zone approach, which incorporates other indicators of vulnerability such as HIV/AIDS prevalence, malnutrition rates, school attendance rates, the number of orphans and the number of households headed by women.
61. Programming of WFP food aid will be based on a resource allocation map updated through regular vulnerability assessments. This approach will seek to identify areas of the



country according to prevailing risks and to develop strategies linked with acute and chronic food insecurity. WFP interventions will aim at improving coping mechanisms during periods of food stress.

📌 Nutrition Focus

62. Nutrition support will be linked to education and, in the HIV/AIDS-affected households, to skills training, income-generation and general HIV/AIDS awareness activities. Partnerships with viable NGO, government and donor programmes will be established to ensure the efficient implementation of food and non-food-assisted activities and their sustainability.

📌 Human Capacity-building

63. To ensure that food transfers create lasting assets, considerable emphasis will be placed on transferring food within a development package that includes training and awareness-raising. In FFA activities in particular, non-food transfers, quality control and the creation of skills and organizational structures within communities to plan, manage and maintain assets will also be addressed.

📌 Community Participation

64. WFP-assisted activities will gradually evolve into a multi-sector, community-based approach, incorporating different combinations of food-assisted interventions. These will include, as appropriate and feasible: nutrition interventions for children, HIV/AIDS orphans, adolescent girls and HIV/AIDS-affected households; support to education and skills training; FFA (particularly to meet the main food gap during the lean season and to enhance community and household disaster preparedness); and increased food production and income-generating activities. This will ensure that all programme activities can better respond to the needs of the poorest beneficiaries as identified by communities through participatory approaches.

📌 Monitoring and Evaluation

65. Progress towards achieving the objectives will be assessed through results-based monitoring and the use of participatory techniques. Implementing partners and counterparts will be provided with training that updates the latest monitoring and evaluation techniques. Key qualitative and quantitative performance and impact-oriented indicators will be reflected in the logical framework. Data will be disaggregated by gender and socio-economic variables.

📌 Disaster Preparedness, Response and Mitigation

66. Disaster mitigation activities will continue to receive strong emphasis among FFA interventions. In addition, WFP will continue its joint support with UNDP and FAO to enhance the institutional capacity for disaster preparedness, mitigation and management at all levels. Disaster preparedness and response at the household and community levels will be strengthened through human capacity-building and asset-creation.

📌 Non-food Resources and New Partnerships

67. WFP will seek to secure support for non-food expenditures so that beneficiaries can receive longer-term development benefits along with food assistance. These non-food



inputs will be procured through partnerships with NGOs, government programmes and donors. Since it will be difficult at all times to synchronize the timing of all partners involved, it will be necessary to have sufficient flexibility in the WFP budgeting process to cover some of these expenditures. Within the UNDAF framework, partnerships and joint programming will be sought with other United Nations agencies.

PARTNERSHIPS

68. The counterpart institution will continue to be the Ministry of Finance and Economic Development, which has the responsibility of approving and resourcing external resources. The CP formulation and coordination will be the responsibility of the CP Advisory Committee (CPAC), which comprises representatives of the Government, WFP and other key development partners. Under CPAC, a technical sub-committee will have responsibility for the design of, implementation arrangements for, monitoring and evaluation of CP activities and for their integration in national development programmes. Experience from the current CP justifies the need for the next CP to reinforce the logistics unit to take over the responsibility of commodity movement until such a time when the Government/line ministry will be able to take over that function. The functions and responsibilities of the various participating agencies will be clearly defined in the CP, agreed upon and spelled out, together with their systematic linkages, so that all parties understand their roles and tasks and those of others.
69. The country office will continue to search for the most effective implementation arrangements in the context of the current consultative process leading to the development of UNDAF, as well as taking into account the decentralized structures of the Government. Coordination, at the district level, will be the responsibility of the established local structures, such as the District Development Coordinating Committees and District Task Forces on HIV/AIDS.

Phasing In

70. The transition of the WFP development programme in Zambia, in order to bring the programme fully into line with WFP's Enabling Development policy, will require careful management. Current activities will be modified after the new initiatives and approaches have been carefully designed and tested in the period up to the end of the current CP. Similarly, new partnerships will be developed in order to enable the targeted households to have access to the most efficient mix of food and non-food resources.

KEY ISSUES AND RISKS

71. A major challenge continues to be designing and securing the necessary components for the successful execution of lasting poverty eradication strategies that enhance the nutritional status of and lead to improvements in overall food security for the poorest population. Many Zambians, as well as potential WFP development partners, continue to see nutrition-related programmes, and the creation of public assets rather than community and households assets, as the major objective of food aid. Advocacy will be required to get wider support for using food assistance as an instrument for development for the poorest, not just for alleviating their short-term hunger today but also for building their asset base for the future.

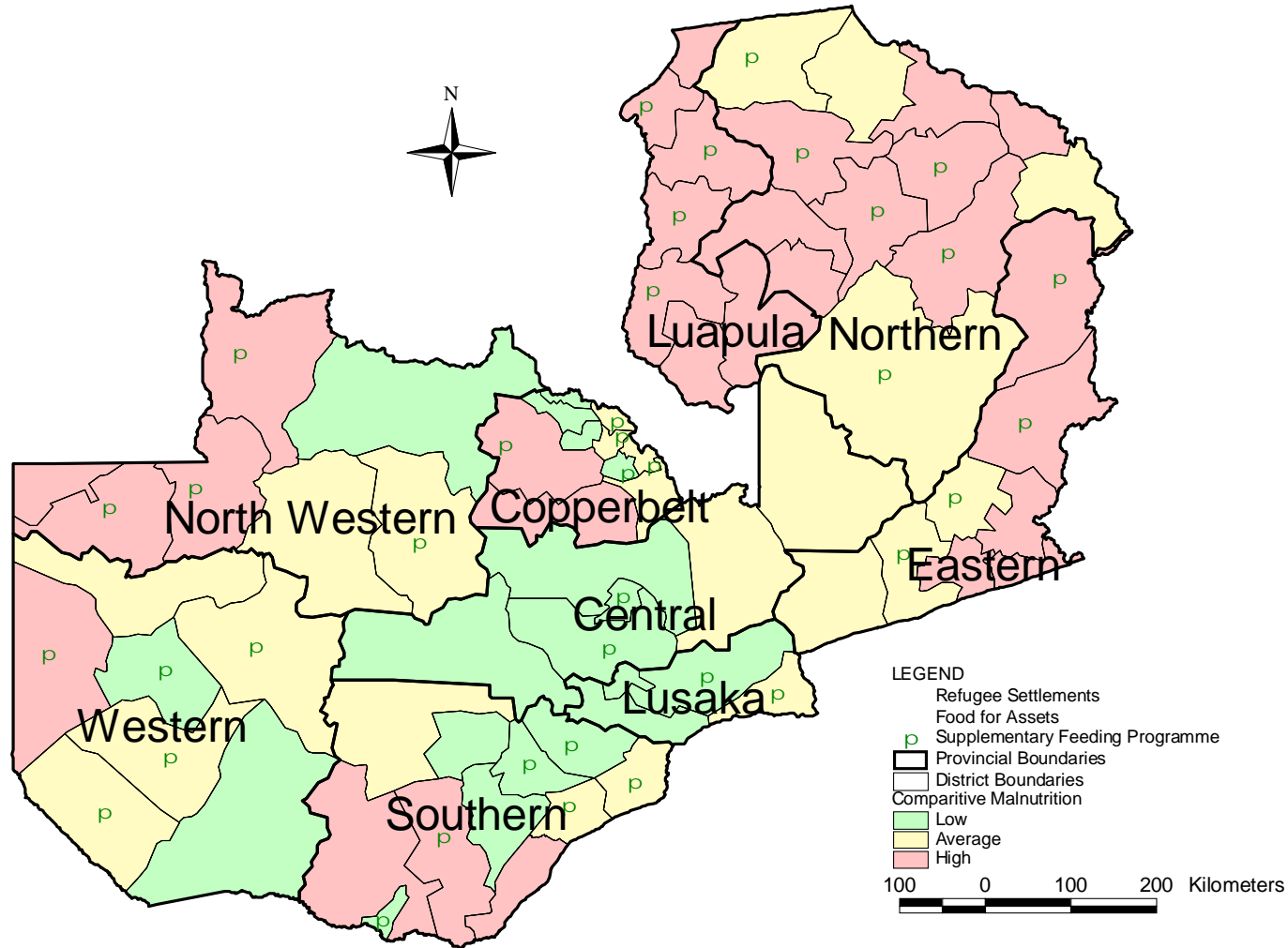


72. A significant new feature of the shift to community development will be the increasing responsibility of local government units to implement food-aided activities and to coordinate the development packages needed for sustained success. Currently, the resources and technical expertise available at the local government level are quite limited. Full government commitment to the new approach is vital to its success. Financial and technical support from the Government and technical assistance packages from other United Nations agencies (in particular UNDP, UNICEF, ILO and FAO) will be necessary to make the transition successfully.
73. The increased emphasis on community-based development activities will require significant WFP staff resources in the initial identification, design and development stages. As this will be concurrent with ongoing PRRO and development activities, staffing problems could become a major constraint. However, the country office feels that these concerns can be successfully overcome through hiring and training new national staff or by hiring short-term consultants.



WFP ZAMBIA


FOOD INSECURITY & PROGRAMMING MAP



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



ACRONYMS USED IN THE DOCUMENT

AIDS	Acquired Immune Deficiency Syndrome
APE	Assistance to Primary Education
ASIP	Agriculture Sector Investment Programme
BESSIP	Basic Education Sub-sector Investment Programme
CCA	Common Country Assessment
CP	Country Programme
CPAC	Country Programme Advisory Committee
CSO	Country Strategy Outline
DHMB	District Health Management Board
 FAO	Food and Agriculture Organization
FFA	Food for assets
GDP	Gross domestic product
HIV	Human immunodeficiency virus
ILO	International Labour Organisation
IMCC	Inter-ministerial Coordinating Committee
MCDSS	Ministry of Community Development and Social Services
MOE	Ministry of Education
NPAC	National Programme of Action for Children
NGO	Non-governmental organization
NPRAP	National Poverty Reduction Action Plan
NPSF	National Poverty Strategic Framework
PRRO	Protracted relief and recovery operation
PRSP	Poverty Reduction Strategy Paper
RFFA	Rural food for assets
SF	Supplementary feeding
STD	Sexually transmitted disease
TB	Tuberculosis
UFFA	Urban Food for Assets
UNAIDS	United Nations AIDS Agency
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
VAM	Vulnerability analysis and mapping
ZAMSIF	Zambia Social Investment Fund