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Draft Zambia country strategic plan (2019–2024)

Duration	1 July 2019–30 June 2024
Total cost to WFP	USD 76,169,057
Gender and age marker*	3

* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>

Executive summary

Despite achieving lower-middle-income status in 2011, Zambia continues to face complex development challenges. While food production at the national level consistently exceeds domestic requirements, both the availability of and access to adequate and nutritious food are a persistent challenge for many poor households, mainly because of the country's overreliance on maize. Zambia's proportion of undernourished people is among the world's highest, with 48 percent of people unable to meet their minimum calorie requirements and stunting affecting 40 percent of children under 5 years of age. Zambia also has one of the world's most unequal societies, and imbalanced gender power relations being a major contributor to poverty and food insecurity.

To address these challenges, WFP's Zambia country office has designed a five-year country strategic plan that is the result of rigorous consultations with the Government, donors and other stakeholders and that reflects the appetite of these stakeholders for supporting and partnering with WFP in the country. It is informed by and strongly aligned with national and United Nations priorities and global commitments articulated in the Sustainable Development Goals. It embraces the Government's long-term Vision 2030, is coherent with ten key strategic areas of the country's seventh national development plan and contributes to the joint Zambia-United Nations sustainable development partnership framework. The country strategic plan is informed by WFP's long-standing and broad experience in the country, embracing lessons from evaluations and

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reviews that call for greater synergy, a consolidation of pilot initiatives and improved gender-sensitive approaches to programme design. It is also guided by the national zero hunger strategic review.

In a break with past approaches, both the zero hunger strategic review and the seventh national development plan reflect a recognition of hunger and malnutrition as multifaceted issues that require well-integrated, collaborative, multisectoral national approaches that draw on the skills and resources of core stakeholders.

The strategic review and the national development plan point to an increasing national consensus on how to ensure food and nutrition security, which has created an opportunity for WFP to refocus its investments and efforts on areas where it has a genuine comparative advantage and can generate maximum impact. Through this integrated country strategic plan, WFP proposes to make a pragmatic shift from unsustainable localized and microlevel interventions to advocacy for and engagement with national policies, systems and programmes that facilitate the country's achievement of Sustainable Development Goal 2. Given the Government's commitment to allocating budget resources to nutrition, social protection and agriculture interventions, despite Zambia's constrained national finances, WFP's overarching strategy is to provide enhanced systems, expertise and resources aimed at enabling the Government to meet its policy objectives.

In accordance with WFP's corporate strategic plan for 2017–2021, the country strategic plan addresses Sustainable Development Goals 2 and 17 and WFP's Strategic Results 1, 2, 3 and 5. WFP will implement six activities aimed at the achievement of four strategic outcomes: respond to crises and shocks, including through support for refugees; address the root causes of malnutrition; build resilience, an enabling environment and market access for smallholders, especially women; and support government institutions in providing social protection systems, including home-grown school feeding, and disaster preparedness and response.

To achieve these outcomes, WFP will shift to upstream activities focused on the generation of evidence, advocacy and support for policy reform, enhancement of national systems in order to facilitate scale up of sustainable assistance, facilitation of better knowledge management and information exchange, and strengthening of capacities at the institutional and individual levels. Nutrition-sensitive and gender-transformative approaches will be integrated into all activities. Tailored nutrition messaging will be incorporated into shock-responsive social assistance programmes, which will be triggered as needed. Gender equality and women's empowerment will be pursued in order to address gender inequality as one of the root causes of food and nutrition insecurity. WFP will respect and advance environmental and social safeguards and prioritize protection of and accountability to affected people, especially the most vulnerable, including young children, adolescents, women and persons with disabilities.

WFP has been viewed as a valued partner in Zambia for many decades. In recent years it has driven innovation and positive change in the areas of disaster risk management, smallholder support, school feeding and social protection. In this country strategic plan, the broad focus is on the strengthening of capacities and systems in order to enable the Government to address the systemic challenges that are barriers to the achievement of zero hunger. Sustainability is therefore both an end goal and an essential element of WFP's exit strategy.

Through the country strategic plan, WFP articulates its changing role in Zambia, setting the course towards zero hunger and focusing its efforts on the strengthening of systems and capacities and the provision of support for programmes and coordination in pursuit of its vision of a food-secure Zambia by 2030 with well-resourced, well-coordinated and nationally owned food and nutrition security systems and programmes.

Draft decision*

The Board approves the Zambia country strategic plan (2019–2024) (WFP/EB.A/2019/8-A/12) at a total cost to WFP of USD 76,169,057.

1. Country analysis

1.1 Country context

1. Zambia is a lower-middle-income country with a population of 17.1 million people.¹ It is in the “medium” human development category, ranking 144th of 189 countries.² Despite growth in gross domestic product (GDP) since the mid-1990s, Zambia’s debt and debt servicing obligations have increased and the country has one of the world’s most unequal societies. A Gini coefficient of 0.69 indicates extreme income inequality: while the poorest 50 percent of households hold only 7.3 percent of total income, the richest 10 percent retain 56 percent. More than half of the population lives below the poverty line with less than USD 1.90 a day.³ Poverty rates are higher among households headed by women (56.7 percent) than those headed by men (53.8 percent)⁴ and in rural areas (76.6 percent of households) than urban ones (23.4 percent).⁵
2. In the 2018 Global Hunger Index Zambia ranked 115th of 119 countries, with a score of 37.6 comparable to those of countries experiencing conflict and civil strife and indicating an “alarming” food security situation. A stunting rate of 40 percent among children under 5 indicates the chronic nature of hunger in Zambia. Between 2007 and 2014, among children under 5, the prevalence of underweight remained at 15 percent while the mortality rate dropped from 70 to 45 deaths per 1,000 live births.⁶
3. The incidence of natural and climate-related disasters has increased in recent years, disproportionately affecting poor people. Over the last 30 years, the impacts of climate change such as floods and droughts are estimated to have cost Zambia more than USD 13.8 billion in lost GDP.⁷ During the 2015/16 agricultural season, the country experienced strong El Niño effects, and normal or below normal rainfall patterns are

* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

¹ World Bank. 2018. The World Bank in Zambia. <http://www.worldbank.org/en/country/zambia>.

² Zambia’s score on the Human Development Index is 0.588 according to UNDP. *Human Development Indices and Indicators 2018 Statistical Update*. http://hdr.undp.org/sites/default/files/2018_human_development_statistical_update.pdf.

³ World Bank. 2018. The World Bank in Zambia. <http://www.worldbank.org/en/country/zambia>.

⁴ Data disaggregated by sex are presented in this document whenever available.

⁵ Central Statistical Office. 2015. *2015 Living Conditions Monitoring Survey (LCMS) report*. https://www.zamstats.gov.zm/phocadownload/Living_Conditions/2015%20Living%20Conditions%20Monitoring%20Survey%20Report.pdf.

⁶ 25.8 percent of children under 5 are vitamin A deficient and 60 percent are anaemic. Central Statistical Office. 2015. *Zambia Demographic and Health Survey 2013–2014*. <https://www.unicef.org/zambia/reports/zambia-demographic-and-health-survey-2013–2014>.

⁷ German Agency for International Cooperation. no date. *Understanding Climate Finance Readiness Needs in Zambia*. <http://cbd.int/financial/climatechange/zambia-climate-giz.pdf>.

expected in much of the country during 2018/19.⁸ The impact of climate-related disasters has a disproportionate effect on women and girls, leading to negative coping strategies that tend to affect woman-headed households in particular.⁹

4. In 2017, Zambia ranked 125th of 160 countries on the Gender Inequality Index. Approximately one in four Zambian households are headed by women, and gender disparities that are disadvantageous to women are evident in public health indicators, workforce participation, household expenditure, employment opportunities, access to education, agricultural livelihood choices, freedom of movement and subjection to violence.
5. Zambia hosts about 40,000 refugees and asylum seekers¹⁰ most of whom (80 percent) are women and children, mainly from the Democratic Republic of the Congo. Zambia has hosted refugees since attaining independence, and the Office of the United Nations High Commissioner for Refugees (UNHCR) estimates that there will be 58,000 refugees living in the country by 2020.

1.2 Progress towards SDG 2

Targets

6. While Zambia has made progress in economic growth, rates of poverty and inequality remain high and core human development indicators are below both national and global targets.
7. *Ensure access to safe, nutritious and sufficient food.* Zambia is a food-surplus country, with domestic production exceeding national food requirements. Heavy emphasis on maize and a lack of crop diversification create challenges for food availability and year-round access to sufficient nutritious food. Access to food is further hampered by high poverty rates and income inequalities, high unemployment rates and food prices in urban areas, and low productivity and revenues from farm activities in rural areas. The Government is addressing these issues through efforts in national social protection for equitable food access and food availability.¹¹ With higher prevalence of unemployment and poverty among women than men, and inequitable gender roles, women tend to face more challenges in access to adequate food.
8. *End malnutrition.* The prevalence of undernourishment in Zambia is among the highest in the world, with 48 percent of people unable to meet their minimum calorie requirements. Among children under 5, 40 percent are stunted (an improvement of just 5 percentage points since 1997), 15 percent are underweight, 6 percent suffer from wasting and almost 60 percent are anaemic; the infant mortality rate is 45 per 1000 live births.¹² Ten percent of girls and women aged 15 to 49 years are underweight and 23 percent are overweight or obese. The main contributors to malnutrition are poor dietary diversity, micronutrient deficiencies, inadequate mother and child care and poor environmental and sanitary conditions, along with structural inequalities and policy gaps such as a lack of national guidelines for food fortification.

⁸ WFP Regional Bureau in Johannesburg. 2018. *WFP Southern Africa Seasonal Update*. Issue No. 5. October, 2018.

⁹ WFP. 2010. Comprehensive vulnerability assessment and analysis Zambia.

¹⁰ Sex- and age-disaggregated data are provided in section 4.1 on beneficiary analysis.

¹¹ These include home-grown school feeding, the social cash transfer programme and the food security pack.

¹² Central Statistical Office. 2015. *2015 Living Conditions Monitoring Survey (LCMS) report*. https://www.zamstats.gov.zm/phocadownload/Living_Conditions/2015%20Living%20Conditions%20Monitoring%20Survey%20Report.pdf.

9. *Smallholder productivity and incomes.* Zambia has an estimated 1.5 million farmers, 80 percent of whom cultivate 2 hectares or less. Smallholders represent 75 percent of farming households and produce most of the domestic food supply. Agricultural productivity and revenues are low, principally as a result of overreliance on rainfed agriculture, exposure to climate-induced risks and limited access to high-quality inputs, finance, information, extension services, efficient markets, improved seeds, fertilizer and labour. Post-harvest losses are estimated at 30 percent for cereals and result from a lack of expertise and access to technology. To increase productivity and incomes for smallholders, the Government is implementing a farmers' input support programme and a package of inputs in support of food security. Analysis by the World Bank revealed that both of these are poorly targeted and implemented and are contributing towards an overreliance on maize production. Women maize farmers, who have less access to productive inputs, services and information, record lower productivity rates than men do.¹³ A recently launched e-voucher programme implemented by the Government with support from FAO is aimed at addressing gaps in the farmers' input support programme.
10. Women constitute 64 percent of the rural population and approximately 80 percent of food producers.¹⁴ While women constitute a large segment of smallholder farmers, they face many barriers, including being less likely than men to own land and, when they own land, having smaller holdings. Women face challenges in graduating from subsistence farming as they have limited access to agricultural inputs and labour and benefit less than men from available resources. Women smallholder farmers have identified limited access to production technology that conserves soil fertility as one of the challenges that lead to lower productivity. To address these challenges and structural gender inequalities, significant investments must be directed to women's empowerment, including their financial and economic empowerment.
11. *Sustainable food systems.* Climate shocks, poor natural resource management, inadequate rural infrastructure and demanding food safety standards pose barriers to the attainment of sustainable food systems. The food system is dominated by maize, with government spending skewed towards the production, marketing, storage and distribution of maize¹⁵ and only minimal investments in other key drivers of agricultural growth such as infrastructure, research and technology. The value chains for other food commodities have attracted limited investment, further impeding market development. Agricultural growth has been the result of increased land use – which causes rapid deforestation – rather than improved productivity.¹⁶ The resultant food system is highly susceptible to climate-induced shocks.

Macroeconomic environment

¹³ Namonje-Kapembwa and Chapoto, (2016) (<https://ageconsearch.umn.edu/bitstream/245916/2/wp106.pdf>)

found that women farmers were less likely to adopt hybrid seeds, fertilizers and animal traction than men farmers.

¹⁴ <http://www.fao.org/3/i8461en/I8461EN.pdf>.

¹⁵ Indaba Agricultural Policy Research Institute. 2015. *Agriculture in Zambia, Past, Present and Future*. The food system is also underpinned by women's unpaid labour in procuring, preparing and providing food for household members, etc. This unpaid labour is an obstacle to sustainable development because it reduces the time available for women's engagement in productive activities.

¹⁶ World Bank. 2018. *Zambia – Systematic Country Diagnostic*. <http://documents.worldbank.org/curated/en/290011522954283481/Zambia-Systematic-Country-Diagnostic>.

12. Since the mid-2000s, Zambia has achieved macroeconomic stability and recorded significant and sustained economic growth. GDP grew at about 7.4 percent per year between 2004 and 2014, which slowed to 4.1 percent in 2017¹⁷ but is forecast to strengthen to 4.7 percent in 2019. Agriculture contributed just 8.2 percent of national GDP between 2011 and 2015, but the sector employs more than 50 percent of the labour force,¹⁸ indicating that most people remain locked in low-productivity subsistence agriculture.¹⁹ Fewer women than men participate in the labour force, and women on average earn less than men for work of equal value. Women are also more likely to work in the informal than the formal sector and in agriculture rather than other sectors.²⁰
13. Accrued public debt reached 61 percent of GDP in 2016, up from 21 percent in 2011.²¹ While the Government remains committed to social investment, rising debt and a lack of debt management strategies could significantly limit expansion of social protection and empowerment programmes targeting the poor.

Key cross-sector linkages

14. WFP has adopted Sustainable Development Goals (SDGs) 2 and 17 as its Strategic Goals. In this country strategic plan (CSP), which is informed by the national zero hunger strategic review and other national strategies, SDGs 1, 3, 4, 5 and 13 are also identified as having dimensions that contribute to the attainment of zero hunger and food and nutrition security in Zambia:
 - *No poverty (SDG 1)*. Although Zambia was classified as a lower-middle-income country by the World Bank in 2011, it has made insufficient progress towards the achievement of SDG 1 despite substantial economic growth and investments in public sector programmes for reducing poverty. The national poverty rate has declined by 8 percentage points and extreme poverty by only 2 percentage points.
 - *Ensure healthy lives (SDG 3)*. Given the strong synergies between health and nutrition, malnutrition is one of the main determinants of the national burden of disease and death, with 45 percent of infant mortality attributable to undernutrition.²²
 - *Quality education (SDG 4)*. Although Zambia achieved the Millennium Development Goals in education, several factors have subsequently slowed the country's progress towards SDG 4. In addition to poor-quality teaching and limited school infrastructure exacerbated by long distances between home and school, particularly in rural areas, children's ability to learn and attend school are also affected by high poverty levels, high prevalence of child labour with 28.1 percent of children aged 5–14 years engaged in

¹⁷ World Bank. 2018. The World Bank in Zambia. <http://www.worldbank.org/en/country/zambia>.

¹⁸ World Bank. Employment in agriculture - Zambia. <https://data.worldbank.org/indicator/SL.AGR.EMPL.ZS?end=2017&locations=ZM&start=2002>, accessed 12 November, 2018.

¹⁹ World Bank. 2018. *Zambia – Systematic Country Diagnostic*. <http://documents.worldbank.org/curated/en/290011522954283481/Zambia-Systematic-Country-Diagnostic>

²⁰ 60 percent of women are in informal employment. Central Statistical Office. 2014. Zambia Labour Force Survey Report.

²¹ African Development Bank. *Zambia Economic Outlook*. <https://www.afdb.org/en/countries/southern-africa/zambia/zambia-economic-outlook/>, accessed 12 November, 2018.

²² The infant mortality rate is 75 deaths per 1,000 live births. Central Statistical Office. 2015. *Zambia Demographic and Health Survey 2013–2014*. <https://www.unicef.org/zambia/reports/zambia-demographic-and-health-survey-2013-2014>.

some form of work,²³ food insecurity and disease. The interactions among these variables perpetuate poverty, hunger, illiteracy and malnutrition.²⁴

- *Gender equality (SDG 5)*. Zambia has made progress towards SDG 5 – for example, nine women currently serve in the Cabinet where they constitute 31 percent of members²⁵ – but challenges remain. Gender disparity in primary education has almost been eliminated,²⁶ and women make up 41 percent of paid workers outside agriculture compared with 35 percent in 1990.²⁷ However pregnancies among girls and child marriage continue, with 31.4 percent of girls married before they are 18 years of age.²⁸ In 2016, the Government launched a five-year strategy for strengthening multisector responses and accelerating national efforts to end child marriage by 2030.
- *Climate change (SDG 13)* has continued to affect most sectors of Zambia's economy: agriculture, energy, health, water, environment, mining and tourism. Unsustainable land use practices, such as "slash and burn" agriculture and inappropriate disposal of livestock waste, are contributing to increased greenhouse gas emissions.²⁹
- Recurring droughts, floods and topsoil erosion exacerbate Zambia's vulnerability to the adverse effects of climate change, reducing the adaptive capacity of vulnerable people living in fragile environments.

1.3 Hunger gaps and challenges

15. Critical gaps and challenges – including gender inequalities – that may hinder Zambia's achievement of zero hunger by 2030 have been identified through internal annual reviews, consultations with stakeholders,³⁰ the zero hunger strategic review process and other studies:
 - Challenges to the design and implementation of policies. Despite the Government's decision in 2017 to shift to an integrated, multisector development approach for implementation of the seventh national development plan,³¹ sector-based policies are still being reviewed in order to identify their complementarities with and impacts on other sectors, and in some cases evidence for informing policies aimed at addressing

²³ <https://www.dol.gov/sites/default/files/documents/ilab/Zambia.pdf>.

²⁴ Ministry of General Education. 2013. Read To Succeed baseline, September 2013. <https://data.usaid.gov/Basic-Education/Zambia-Read-to-Succeed-RTS-/d84q-c9ih>.

²⁵ National Assembly of Zambia. <http://www.parliament.gov.zm/ministers/cabinet>, accessed 19 November 2018.

²⁶ Primary school completion rates are 70 percent among girls and women and 72 percent among boys and men. The official age range of primary school students is 7–13 years, but some older students attend primary school. Ministry of Gender (2018); UNESCO (2013); Southern African Development Community. 2017. *SADC Statistical Yearbook 2015*. <https://reliefweb.int/report/world/sadc-statistical-yearbook-2015>.

²⁷ United Nations Development Programme in Zambia. [Goal 5: Gender equality](http://www.zm.undp.org/content/zambia/en/home/post-2015/sdg-overview/goal-5.html). <http://www.zm.undp.org/content/zambia/en/home/post-2015/sdg-overview/goal-5.html>.

²⁸ Central Statistical Office. 2015. *Zambia Demographic and Health Survey 2013–2014*. <https://www.unicef.org/zambia/reports/zambia-demographic-and-health-survey-2013-2014>.

²⁹ United States Agency for International Development. [Zambia, Environment](https://www.usaid.gov/zambia/environment). <https://www.usaid.gov/zambia/environment>.

³⁰ Meetings of the Sustainable Development Partnership Framework results group on food and nutrition security, cluster advisory groups, the cooperating partner group, the programme advisory team and the programme management team.

³¹ Ministry of National Development Planning. 2017. *Seventh national development plan, 2017–2021*. <http://extwprlegs1.fao.org/docs/pdf/zam170109.pdf>.

challenges to food and nutrition security is lacking. Inconsistencies in the implementation of policies are hampering service delivery and restricting private sector investment in programmes for addressing food and nutrition insecurity.

- Fragmented coordination of social programmes. Zambia has several social protection interventions that target extremely poor and vulnerable households. However, most of these programmes are fragmented³² and are not gender- and shock-responsive, posing challenges to their coordination and scale up. The lack of adequate systems for beneficiary registration and information management makes it difficult to target the most vulnerable households and individuals for effective and timely social assistance.
- Capacity constraints. Limited institutional and human capacity and inadequate allocation and use of budget resources in support of key drivers of human capital development and agricultural growth are major obstacles to the achievement of food and nutrition security. The implementation of development programmes, including food security plans, is often hampered by complex institutional arrangements, weak technical capacities, a lack of policy guidance and failure to implement the Government's decentralization policy because human and financial capacity, infrastructure and systems are lacking at the local level.
- Inadequate programme delivery and monitoring systems. A lack of systems for assessing national programmes³³ is adversely affecting the implementation of activities related to food and nutrition. Most national programmes lack systems for beneficiary targeting and identification, information management and accountability. Digital systems that could enhance efficiency are also generally lacking, impeding the access to services and social assistance entitlements of vulnerable groups.

1.4 Key country priorities

Government

16. The Government is committed to achieving the SDGs, and both its medium-term seventh national development plan for 2017–2021 and its long-term Vision 2030 are in line with the 2030 Agenda. Through these strategies, the Government commits to addressing persistent structural and systemic challenges to the achievement of zero hunger. Zambia has a broad but disparate policy platform with different timeframes for agriculture, food and nutrition security and social protection interventions.
17. In the seventh national development plan, the Government articulates an integrated multisector road map for expanding the economy, generating employment and reducing poverty and income inequality. The plan reflects a recognition of the role of good health and nutrition in development and prioritizes social protection as a mechanism for targeted poverty reduction. In the food and nutrition policy (2008), the Government outlines a multisector approach to addressing malnutrition through the promotion of appropriate diets, healthy lifestyles, good child care practices, a healthy environment and accessible and good-quality health services.
18. Social protection is prioritized as a mechanism for targeted poverty reduction in the multisector national social protection policy (2014), in which activities for fostering access to food and nutrition are linked to support for human capital development. The second national agricultural policy and implementation framework for 2016–2020 prioritizes increased private sector engagement along the value chain, strengthened capacities for farmer groups and cooperatives, better coordination among all stakeholders

³² *Ibid.*

³³ *Ibid.*

and reduction of post-harvest losses. The national gender policy (2000) is the core instrument for mainstreaming the pursuit of gender equality and women's empowerment into all policies and programmes in Zambia. The national disability policy (2014) provides a platform for protecting the rights of persons with disabilities and the national policy on climate change (2017) outlines a multisector approach to the fostering of a "prosperous and climate resilient economy by 2030".

United Nations and other partners

19. To advance towards the SDGs and implement the United Nations Delivering as One agenda, the United Nations country team and the Government have published a joint five-year United Nations sustainable development partnership framework for 2016–2021, which incorporates the United Nations commitments to gender equality. WFP, the United Nations Children's Fund (UNICEF), the International Organization for Migration and the International Labour Organization collaborate on a joint programme for social protection. WFP also works with other United Nations agencies and private sector entities in the Scaling Up Nutrition (SUN) movement under Zambia's First 1000 Most Critical Days Programme phase II (2018–2022).

2. Strategic implications for WFP

2.1 WFP's experience and lessons learned

20. The 2018 decentralized evaluation of the country programme³⁴ and the regional synthesis of evaluations (2013–2017)³⁵ highlight WFP's effectiveness in contributing to broad-based, sustainable development in Zambia. The evaluations revealed the following:
 - Through home-grown school feeding (HGSF), WFP has leveraged the demand for locally grown food (mainly nutritious legumes) that meets the nutrition needs of schoolchildren. WFP has also worked on strengthening the effectiveness of the Government's social cash transfer programme, including by strengthening beneficiary registration systems and establishing a pathway for scaling up the programme.
 - WFP must increase its promotion of gender equality and women's empowerment, including through gender assessments and related activities, the setting of targets, and work with cooperating partners on the adoption of gender-transformative approaches. WFP should conduct gender and age analyses in order to increase knowledge of the underlying issues that contribute to the gender inequalities that undermine food security and nutrition, and to ensure that programmes and activities are gender-transformative.
 - WFP has been a hub for ideas. In order to ensure sustainability and facilitate scale up, innovations should be integrated into existing government programmes and supported by technical assistance and capacity strengthening for a transition to national ownership.
21. The decentralized evaluation recommends that WFP reorient its work in Zambia by moving towards the systematic provision of technical assistance for strengthening national ownership of and capacity to implement social protection programmes; incorporating nutrition-sensitive programming into all activities and supporting the Government in

³⁴ WFP Zambia. 2018. *Decentralized Evaluation: Mid-term evaluation of Zambia country programme 200891 2016–2020. Final evaluation report*. <https://docs.wfp.org/api/documents/WFP-0000073935/download/>.

³⁵ WFP Office of Evaluation. 2017. *Operation Evaluations Series. Regional Synthesis 2013–2017. Southern Africa Region*. https://docs.wfp.org/api/documents/WFP-0000023731/download/?_ga=2.174696868.726855773.1550614750-163325202.1541357826.

integrating nutrition-sensitive approaches into its programmes; and expanding support for the development of agricultural markets for smallholders through better integrated programming that fosters equitable market access as part of a broader approach to resilience building.

22. The following lessons from the regional synthesis informed the design of the CSP:
 - Improve monitoring and evaluation and information management systems.
 - Increase the emphasis on and shift the focus to resilience.
 - Build clear plans for exit, based on WFP's strong national partnerships.
 - Prioritize food and nutrition security in advocacy work.
23. Progress towards gender equality and women's empowerment is essential to the achievement of zero hunger in Zambia. WFP will undertake a detailed gender analysis in the first year of CSP implementation in order to inform programme design and implementation.

2.2 Opportunities for WFP

24. WFP has identified opportunities for strategically recalibrating its programming under the CSP in order to foster the attainment of zero hunger:
 - The 2018 decentralized evaluation highlights opportunities for WFP to rethink its engagement with government institutions, involve them in the design of initiatives, and facilitate learning and the transfer of knowledge and skills with the aim of promoting national ownership.
 - The seventh national development plan marks a major departure from the sector-based approach that dominated Zambia's development agenda in the past towards a recognition of the multifaceted and interlinked nature of development challenges and the need for integrated, well-coordinated approaches. WFP will leverage these approaches in order to enhance programme coordination.
 - The zero hunger strategic review highlights gaps in national responses that offer entry points for WFP's work on systems strengthening, knowledge management, evidence generation and policy support.
 - In order to ensure that programming is gender-transformative, WFP will continue to implement the country office gender strategy (2016), which fosters a gender-transformative approach to programme implementation and gender-transformative outcomes that meet the diverse food security and nutrition needs of women, men, girls and boys.

2.3 Strategic changes

25. In pursuing opportunities, WFP will build on the ongoing strategic reorientation of its support from direct implementation of food and nutrition security programmes to the provision of technical assistance for nationally owned gender-transformative approaches.
26. Continuing growth in the national economy, increased government resources for social investment and waning donor appetite for the funding of direct food provision make this strategic shift timely and appropriate. It will enable WFP to support enhancement of the Government's capacities to design and deliver effective, equitable, well-targeted food and nutrition security programmes.
27. The CSP marks a shift for WFP from localized and microlevel interventions to more efficient and effective engagement in national policies, systems and programmes for national results. WFP will refocus its investments and efforts on areas where it has a comparative advantage in contributing to and generating results.

28. WFP will work through and strengthen government systems in order to maximize the impacts on food and nutrition security of programmes carried out at scale. For example, in order to facilitate the transition to a government-owned national home grown school feeding (HGFS) programme, from the start of CSP implementation WFP will work on the development and strengthening of systems including multisector coordination mechanisms and a pooled fund for supporting an expanded sustainable national programme.
29. WFP will mainstream nutrition considerations into activities for strengthening smallholder agriculture and agribusiness and will ensure that nutrition is considered at all the critical points in value chains for smallholders' production.
30. Private sector entities will play a central role in the development of sustainable markets, and hence income opportunities, for poor rural communities. Partnerships for development with the private sector, which WFP facilitates principally through the SUN Business Network, remain a cornerstone for the achievement of zero hunger.

3. WFP strategic orientation

3.1 Direction, focus and intended impacts

31. Through the CSP, WFP will respond to crises and shocks, address the root causes of malnutrition, foster an enabling environment for and the resilience of smallholders, and pursue partnerships aimed at strengthening national capacities to address food and nutrition insecurity:
 - Through strategic outcome 1, WFP will provide food and nutrition support to crisis-affected people (Strategic Result 1), most of whom are refugees from the Democratic Republic of the Congo, with contingency planning for direct interventions should further shocks exceed the Government's capacities to respond.
 - Under strategic outcome 2 WFP will work on reducing malnutrition (Strategic Result 2) through the enhancement of national capacities and platforms for effectively improving the nutrition status of vulnerable people, including pregnant and lactating women and girls, and young children.
 - Under strategic outcome 3, WFP will work with the Government and the other Rome-based agencies on supporting smallholder farmers, especially women, in order to improve productivity and incomes (Strategic Result 3), strengthen market access, enhance resilience to climate and other shocks and develop value chains for diverse, nutrient-dense crops.
 - Through strategic outcome 4 (SDG 17 and Strategic Result 5), WFP will support government institutions in the operation of equitable, efficient and effective social protection systems, including for disaster preparedness and response, a fully nationally owned HGFS programme and the provision of supply chain services on demand.

3.2 Strategic outcomes, focus areas, expected outputs and key activities

Strategic outcome 1: Crisis-affected people in Zambia, including refugees, can meet their basic food and nutrition needs all year

32. Zambia currently hosts approximately³⁶ 14,000 refugees from the Democratic Republic of the Congo in Mantapala settlement, Luapula Province, including about 4,000 children aged 6–59 months and pregnant and lactating women and girls. The total figure is likely to grow according to projections and trends and given the risk of further political instability in the

³⁶ In November 2018.

Democratic Republic of the Congo. WFP's response under strategic outcome 1 has therefore been designed to meet the needs of 25,000 refugees.

33. In order to achieve strategic outcome 1, WFP will provide refugees in settlements with unconditional food transfers that meet their basic food and nutrition needs. Unconditional cash-based transfers (CBTs) will be introduced gradually as market conditions improve and on the basis of findings from gender and age analyses. A contingency plan for the prevention and treatment of malnutrition has been included in the programme and will be triggered when deemed necessary based on the findings of periodic nutrition assessments conducted jointly with the Government, UNICEF and UNHCR.
34. In collaboration with UNHCR and other humanitarian partners, WFP will promote social cohesion, seek to increase financial inclusion and help refugees to achieve self-reliance in line with the Comprehensive Refugee Response Framework.³⁷ Through links to work under strategic outcome 3, men and women refugees and members of host communities will be supported with training in financial literacy and post-harvest management practices.

Focus area

35. The focus area of this strategic outcome is crisis response.

Expected outputs

36. This strategic outcome will be achieved through the following two outputs:
 - Crisis-affected people receive food or cash-based transfers that meet their basic food and nutrition needs.
 - Crisis-affected children under 5 and pregnant and lactating women and girls receive specialized nutritious foods that improve their nutrition status.
37. Nutrition interventions that prevent, and when required treat, acute malnutrition among the refugee population will be delivered through the partnerships established under strategic outcome 2 with the Ministry of Health and other actors in nutrition.
38. Through the provision of CBTs, refugees are expected to benefit from increased access to locally produced, diverse nutritious commodities. WFP will continue to advocate for access to rural markets, including in Luapula Province, for producers and retailers while simultaneously working on raising awareness of and demand for more nutritious food through social and behaviour communication (SBCC) for refugees.

Key activity

Activity 1: Provide food and nutrition support to crisis-affected populations

39. This activity responds to acute needs through two components:
 - Unconditional cash-based and food transfers will meet the basic food and nutrition needs of vulnerable refugees. Food and CBTs will be complemented with gender-transformative and nutrition-sensitive SBCC that promotes increased consumption of nutrient-dense foods and empowers women in the management of food and cash. This will be consistent with efforts to increase the availability of nutritious food on the market under strategic outcome 2. Implementation of activity 1 will be informed by assessments and surveys including gender and age analyses for the Comprehensive Refugee Response Framework.

³⁷ UNHCR. 2016. Comprehensive Refugee Response Framework. <https://www.unhcr.org/comprehensive-refugee-response-framework-crrf.html>.

- Supplementary feeding for targeted refugees will address moderate acute malnutrition and prevent acute malnutrition as determined by needs assessments.
40. WFP will promote gender parity in participation in activities, and the selection of transfer modalities will be guided by consideration of cost efficiency, feasibility, local conditions, effectiveness and gender issues, based on evidence. Food committees will be gender-balanced. WFP will work on improving partners' capacities in addressing gender issues and will build partnerships with other organizations with a view to fostering access to services for victims of gender-based violence and other human rights violations through safe and accessible complaint and feedback mechanisms at food distribution sites.

Strategic outcome 2: Vulnerable people in Zambia have improved nutrition status in line with national targets by 2024

41. Given that all forms of malnutrition are of public health significance in Zambia and that good nutrition is essential for attainment of the SDGs, WFP will support the Government in adopting a systems-focused, comprehensive approach to the achievement of this strategic outcome.
42. WFP will support the Government in implementing the national First 1000 Most Critical Days Programme and pursuing other national nutrition priorities in the zero hunger roadmap by mainstreaming actions that promote good nutrition into work towards the other three strategic outcomes supporting refugee responses, smallholders and social protection.
43. WFP will maintain its convening role in the SUN Business Network³⁸ in Zambia in order to increase the supply of and demand for nutritious foods and foster the Government's engagement with the private sector. WFP will facilitate linkages between the SUN Business Network and smallholder farmers and aggregators in order to guarantee supplies of nutritious commodities while increasing the incomes of smallholder farmers.

Focus area

- The focus area of this strategic outcome is root causes.

Expected outputs

44. This strategic outcome will be achieved through the following three outputs:
- Food-insecure people benefit from strengthened government and partner capacity to deliver nutrition interventions that increase their access to and consumption of nutritious foods.
 - Targeted communities benefit from increased access to nutrition products through strengthened private sector value chains for nutritious foods.
 - Targeted communities, including pregnant and lactating women and girls, caregivers of children, and adolescents have knowledge of and adopt practices that will improve nutrition status and reduce malnutrition.

Key activity

Activity 2: Provide technical support to government institutions and the private sector for the reduction of malnutrition and the scale up of high-impact nutrition interventions

45. WFP will provide tools, information, research and services that promote increased production, distribution and consumption of safe, nutritious foods. Technical support for

³⁸ The SUN Business Network in Zambia promotes private sector participation in nutrition and has led to growth in the number of business entities involved in the production, supply and marketing of nutritious commodities.

- supply chains will have the aim of improving food safety and quality and equitable access to nutritious products. WFP will assist the Government in setting up national systems for monitoring nutrition through a review of core indicators and the establishment of food and nutrition sentinel sites.
46. WFP will support the generation of evidence for informing policy and programme design. It will provide the National Food and Nutrition Commission and the Ministry of Health with technical support for a Fill the Nutrient Gap analysis in order to enhance understanding of the barriers that impede access to a healthy diet. WFP will also support the Government in conducting a Cost of Hunger Study for determining the socio-economic losses associated with malnutrition, advocate for increased budget allocations to nutrition and support the carrying out of other nutrition assessments that take gender and age considerations into account.
 47. WFP's work under this strategic outcome will also contribute to the achievement of strategic outcome 3 through the mainstreaming of actions that promote nutrition into all stages of the value chain, from production, aggregation and processing to retailing, marketing and consumption. Tailored nutrition messages on caregiving and the consumption of nutritious diets will be delivered primarily through the media and SBCC and will target caregivers (who are often women and girls) in order to increase their knowledge and adoption of improved nutrition practices.
 48. In order to support nutrition policy reforms and ensure the coherence of nutrition-sensitive programming throughout the country, WFP's main partners in this activity include the National Food and Nutrition Commission, the Ministry of Health, the Zambia Bureau of Standards and other ministries responsible for delivering national nutrition strategies and programmes. WFP will support the Government by providing technical support to the National Food and Nutrition Commission and other ministries for policy analysis, strategy development and the implementation of national nutrition strategies including for the integrated management of acute malnutrition, the First 1000 Most Critical Days Programme and food fortification guidelines.
 49. WFP will provide guidance, training and tools aimed at increasing the private sector's engagement in nutrition. It will partner with the Zambia Bureau of Standards and the National Food and Nutrition Commission on the launch and implementation of the Good Food Logo initiative, which promotes the production of healthy food and enables consumers to make informed choices,³⁹ and the roll out of a national healthy diet campaign as part of its wider SBCC package.
 50. Through training, knowledge transfer, catalytic support and the exchange of experiences among countries, WFP will support the private sector through the SUN Business Network with a view to creating an enabling environment for improved nutrition and increased demand for nutritious products, with the ultimate aim of achieving better national nutrition outcomes.

Strategic outcome 3: Smallholder farmers in Zambia, especially women, have increased access to markets, enhanced resilience to climate shocks and diversified livelihoods by 2030

51. In order to achieve strategic outcome 3 and contribute to WFP's Strategic Result 3 and SDG target 2.3, WFP will strengthen the capacities of government ministries, communities, smallholder farming households, private sector entities and non-governmental organizations (NGOs) to adopt methods, approaches and practices that build a resilient and

³⁹ Good Food Logo is a certification system for ensuring that food products conform to nutrition standards. Its objectives are to reduce micronutrient deficiencies and prevent overweight and obesity and associated non-communicable diseases.

equitable food system. WFP will work through government systems and structures in order to support evidence-based innovations that facilitate smallholders' access to climate and market information through digital platforms, financial services, knowledge and low-cost technologies for reducing post-harvest losses.

52. In order to foster gender-transformative outcomes, WFP will prioritize activities that meet the needs of women farmers, who have less access than men to agricultural extension services, financial services, improved seeds, fertilizers, labour and land. Women smallholder farmers will gain economic empowerment through access to microfinancing such as savings and lending committees and easier access to inputs such as seeds, implements, labour, land and extension services, in line with the village savings and lending association component of the Government's social protection strategy. Consideration of gender and disability issues will be integrated into smallholder support through tailored SBCC activities aimed at increasing awareness, knowledge and the involvement of men in order to address the socio-cultural barriers that hinder the equitable participation, responsibility and leadership of men and women in nutrition.

Focus area

53. The focus area of this strategic outcome is resilience building.

Expected outputs

54. This strategic outcome will be achieved through the following five outputs:
- Smallholder farmers benefit from enhanced knowledge and skills in diversified production, including with regard to nutritious crops, that increase their consumption of nutritious foods and their marketable surpluses.
 - Smallholder farmers benefit from knowledge and technology in post-harvest management that enhance their resilience to shocks and increase their incomes.
 - Smallholder farmers benefit from strengthened technology for and information on climate-smart agricultural practices that improve their resilience to shocks.
 - Smallholder farmers benefit from enhanced government systems, knowledge generation and research, service delivery and programmes.
 - Smallholder farmers benefit from enhanced access to markets, agribusinesses and financial services that increase their incomes and resilience.
55. In pursuit of these outputs, WFP will work with partners on promoting the adoption of appropriate climate-smart technologies and increasing access to financial services. Smallholders will gain access to technologies for land preparation and inputs for the value chains of nutrient-dense food products, which have the potential to increase incomes and support the Government's crop diversification agenda.
56. Through links to work under strategic outcome 2, nutrition-sensitive activities will be mainstreamed along agricultural value chains. Gender equality will remain a cross-cutting focus area in order to ensure that technologies, decision making processes and access to financial services such as loans are gender-equitable and empowering.
57. Strategic outcome 3 provides targeted beneficiaries with access to 2–5 hectares of arable land per household and basic infrastructure for aggregation and savings groups, which WFP will seek to enhance through national and subnational systems. Vulnerable segments of the population are covered by other national schemes, particularly social protection (strategic outcome 4).

Key activities

Activity 3: Promote climate-smart agriculture, crop diversification and post-harvest management among smallholder farmers and through government systems

58. In this activity, WFP will work with partners, including the other Rome-based agencies, and through government systems such as those of the Ministry of Agriculture with a view to increasing smallholders' adoption of climate-smart agricultural approaches (particularly conservation agriculture) that increase productivity and production. Smallholders will be supported in diversifying their production from maize through improved access to seed varieties for nutrient-dense crops such as legumes.
59. Public-private partnerships will be forged in order to overcome production challenges faced by smallholder farmers, such as those in access to extension services, improved inputs (seeds, technology and implements) and financial services such as those that are promoted under activity 4.
60. Existing smallholder-managed early warning systems led by the Ministry of Agriculture and the Meteorological Department and supported by WFP will continue to be supported and scaled up as channels for improving farmers' agricultural decision making and weather insurance.
61. WFP will facilitate the transfer of knowledge and technology for minimising post-harvest losses by promoting the adoption of hermetic bags and infrastructure that facilitates crop storage and food safety.

Activity 4: Provide smallholder farmers with enhanced access to markets and financial and aggregation services

62. To enhance the predictability of markets for smallholders' nutrient-dense crops, WFP will leverage partnerships with public and private sector financial providers and institutions in order to increase affordable financing of trade for aggregators who work with smallholders. Activity 4 will also help address smallholders' market access challenges such as the bulk storage of sufficient quantities of good-quality commodities for buyers through a network of aggregation centres managed by agrodealers and successful farmers.
63. Farmer organizations will be supported in achieving the economies of scale that can encourage financial providers (banks and microfinance institutions) to offer affordable financing and in adopting inclusive and gender-equitable governance processes that address the inequalities that hinder access to finance for women and reduce the profits generated by all smallholder farmers.
64. Through activity 4, WFP will extend the geographical area and number of beneficiaries covered and the range of financial services offered to smallholder farmers, such as insurance, formal credit through savings clubs and internal lending committees, working principally with government.
65. The Virtual Farmers' Market trading platform, a WFP digital innovation that fosters reliable links between aggregators and smallholder farmers, will continue to be offered, along with e-extension, climate information and e-training on agribusiness.

Strategic outcome 4: Government institutions in Zambia have more efficient, effective and shock-responsive social protection systems that contribute to the achievement of SDG 2

66. WFP will direct its resources, expertise and experience to capacity strengthening activities that contribute to Strategic Result 5 and SDG 17 and have the aim of enabling the Government to strengthen its social protection systems, policies and programmes.
67. WFP will continue to work through established policy frameworks and programmes, including by supporting national safety nets such as the HGSF and social cash transfer programmes in order to improve access to nutritious food and other basic needs for

schoolchildren and poor people, including those with disabilities. WFP will use its comparative advantage as the United Nations leader in global technology in order to develop digital systems that support efficient, equitable and effective implementation of government programmes.

68. WFP will advocate for the mainstreaming of a gender-responsive, nutrition-sensitive approach throughout social protection programmes and policies. As natural and climate-related disasters increase in frequency, WFP will support the Government in strengthening the links between disaster risk reduction and social protection through enhanced early warning for national vulnerability analysis and needs assessment. Supply chain support will be provided on demand. Work towards strategic outcome 4 will facilitate initiatives that have the potential to generate high impacts in reducing income inequalities and increasing access to food all year.

Focus area

69. The focus area of this strategic outcome is root causes.

Expected outputs

70. This strategic outcome will be achieved through the following four outputs:
- Zambians benefit from supply chain services provided to the Government as necessary.
 - Schoolchildren benefit from strengthened government capacity to implement a nutrition-sensitive home-grown school meals programme.
 - Shock-prone people benefit from access to food through enhanced government capacity in vulnerability analysis and needs assessment, early warning, disaster preparedness and response.
 - Vulnerable people benefit from nutrition-sensitive government safety net programmes.
71. Three of these outputs are focused on capacity development and technical support and one on national coordination mechanisms. Through the outputs, WFP aims to enable the Government to prepare for and respond effectively to shocks, provide gender- and shock-responsive social protection to targeted populations, and assume full ownership of a national HGSF programme supplied by locally grown, nutritious food.

Key activities

Activity 5: Provide technical expertise and other services for strengthening the systems and capacities of government institutions and other partners in implementing social protection programmes and early warning and disaster preparedness and response activities

72. The delivery of effective social protection to vulnerable people facing constraints contributes to their ability to meet basic needs, particularly food. Through this activity WFP will support policy reform, system strengthening, knowledge management and programme design and implementation, including by measuring the economic impacts of WFP-supported activities.
73. The activity will facilitate a review of the national social protection and related policies aimed at strengthening food and nutrition security in a gender- and age-responsive manner; and the design and development of a verification system for payments to beneficiaries made through the social cash transfer programme, drawing on WFP's expertise in biometric technology.
74. While WFP will not target beneficiaries directly under this strategic outcome, it will contribute to the Government's delivery on its commitment to including persons with disabilities in social protection programmes and will seek partnerships with actors working on disability

issues with a view to ensuring that the nutrition needs of the 15 percent⁴⁰ of Zambians who live with disabilities are met.

75. This activity will also include work on strengthening existing early warning and disaster preparedness and response mechanisms by building government capacities to undertake vulnerability analysis and needs assessment and to design and develop response mechanisms for the national and subnational levels, within existing legal and policy frameworks.
76. Technical support will focus on operationalization of the Government's 2015 disaster management policy through the fostering of community-managed early warning systems; and institutional capacity strengthening and systems support for the Government's disaster management and mitigation unit with a view to enhancing the coordination of emergency response actions.
77. Government capacities in supply chain management will be supported in order to ensure the effective delivery, tracking and monitoring of national relief interventions, and existing social protection systems will be leveraged. Supply chain support will be provided on demand.

Activity 6: Provide technical support to the Government in strengthening systems and capacities of the structures responsible for the HGSF programme

78. WFP is supporting the Government in implementing the HGSF programme, which reached one million children in 38 districts in 2018. However, the programme faces critical challenges including the lack of a strong policy framework, limited implementation capacity, a lack of systems for monitoring and evaluation, limited funding allocations, poor budget management and weak community engagement.
79. In accordance with the Systems Approach for Better Education Results (SABER) and the institutional capacity assessment and technical assistance plan of the joint Zambia-WFP HGSF programme, WFP will contribute to the strengthening of a policy framework, food tracking and utilization system and institutional capacity that facilitate implementation of the HGSF programme. WFP will support the Government in scaling up HGSF through a dedicated directorate that is currently being established and will advocate for increased government investment in the HGSF programme. WFP will provide the Ministry of Education with technical support for diversification of the food basket through the decentralized procurement of commodities and for the development of nutrition-sensitive programme guidelines.
80. This activity will be linked to other strategic outcomes through the provision of school meals by smallholder farmers supported under strategic outcome 3 and through nutrition education and the establishment of school gardens under strategic outcome 2. Gender equality will be promoted through education activities that target girls and boys equitably. The activity will include advocacy for strategic planning, increased budget support, training for HGSF stakeholders at the national and subnational levels and South-South cooperation, including through strategic partnerships with WFP's Centre of Excellence in Brazil and with local civil society organizations for increased advocacy for and policy engagement in the HGSF programme.

3.3 Transition and exit strategies

⁴⁰ According to estimates from the World Health Organization, about 2 million women and men in Zambia (15 percent of the population), have a disability.
https://www.ilo.org/wcmsp5/groups/public/@ed_emp/@ifp_skills/documents/publication/wcms_115100.pdf.

81. Sustainability is both an end goal and part of WFP's exit strategy. WFP's broad focus is on strengthening the capacities and systems that enable the Government to address the systemic challenges that are barriers to the attainment of zero hunger. The CSP clearly reflects WFP's changing role in Zambia from direct implementation of programmes to the provision of capacity strengthening through strategies, activities and partnerships for zero hunger. The focus of this shift will be on strengthening food security policy frameworks, food monitoring and management systems and knowledge management in order to enhance the Government's capacities to plan, manage and implement sustainable national programmes for food security.
82. The CSP sets a course for consolidating efforts that WFP initiated under the transitional interim country strategic plan in order to transform WFP's food-based safety nets (such as the HGSF programme) into government-funded and -managed programmes. During the CSP period, WFP will work with the Government to ensure that high-impact national programmes are strengthened and scaled up; support the Government in incorporating smallholder support initiatives (such as weather index-based insurance, input credit and access to markets) into existing national programmes; and facilitate the inclusion of smallholder farmers in private sector-led markets by supporting the establishment of aggregation networks that improve the functioning of rural markets.
83. WFP will also support the Government in developing a national HGSF strategy that promotes linkages to smallholders, enhances community participation and is expected to foster greater national ownership and increased budget allocations to the HGSF programme. The shift to cash-based transfers for refugees will enhance refugees' capacities to diversify their livelihoods and contribute to their self-reliance.
84. Sustainability is both a goal in itself and part of WFP's exit strategy. WFP's broad focus is on strengthening the capacities and systems that enable the Government to address the systemic challenges that hamper the attainment of zero hunger.
- ~~82-85.~~ The CSP clearly reflects WFP's changing role in Zambia as it shifts to capacity strengthening through strategies, activities and partnerships for zero hunger. WFP will articulate its planned support for national efforts to adopt and scale up activities in a subsequent CSP. With the Cabinet's endorsement of the zero hunger strategic review in 2018 and the Government's commitment to investing USD 41 per year per child under 5 in order to end malnutrition, WFP envisions a food-secure Zambia by 2030 with well-resourced, well-coordinated, nationally owned systems and programmes for food and nutrition security.
- ~~83-86.~~ To support Zambia's global and national commitments to achieving SDG 2, WFP will engage in evidence-based advocacy and policy dialogue. It will provide technical assistance only on demand and will work with the Government throughout the design and implementation of key initiatives in order to ensure successful delivery. Gender equality and women's empowerment are critical to the achievement of SDG 2 in Zambia and advancing gender-transformative approaches is central to the CSP.

4. Implementation arrangements

4.1 Beneficiary analysis

- ~~84-87.~~ Over the CSP period, WFP expects to reach 175,000 direct beneficiaries (42 percent women and girls and 58 percent men and boys). Through its technical assistance and capacity strengthening, WFP expects to assist a significant number of indirect beneficiaries, including individuals, communities and organizations benefiting indirectly from WFP's support to strengthened government capacities.
- ~~85-88.~~ Strategic outcome 1 is the only one through which WFP will provide cash-based or food transfers directly to beneficiaries. On the basis of projected numbers of new refugees

arriving in Luapala Province,⁴¹ WFP expects to reach up to 25,000 beneficiaries under this outcome. For the supplementary feeding programme, current numbers of malnourished children, adolescents and pregnant and lactating women and girls and the global acute malnutrition rate were taken into account in the estimation of beneficiary numbers. Under strategic outcome 3, an estimated 150,000 smallholder farmers will be supported in communities that are vulnerable to shocks and other risks.

⁴¹ Depending on the outcome of elections in the Democratic Republic of the Congo, which were held on 30 December 2018.

TABLE 1: BENEFICIARIES BY STRATEGIC OUTCOME AND ACTIVITY (ALL YEARS)						
Strategic outcome	Activity	Girls	Boys	Women	Men	Total
1	1: General food/CBT distributions	7 475	7 275	5 225	5 025	25 000
	1: Prevention of acute malnutrition through blanket supplementary feeding: children aged 6–23 months and pregnant and lactating women and girls	2 625	2 625	4 681	-	9 931
	1: Treatment of moderate acute malnutrition through targeted supplementary feeding) children aged 6–59 months and pregnant and lactating women and girls	3 465	3 465	1 765	-	8 695
3	3: Promotion of climate-smart agriculture, crop diversification and post-harvest management among smallholder farmers	0	0	60 000	90 000	150 000
	4: Provision of enhanced access to markets, financial and aggregation services for smallholder famers					
Total without overlap		13 565	13 365	71 671	95 025	193 626
Total with overlap		7 475	7 275	65 225	95 025	175 000

4.2 Transfers

Food and cash-based transfers

86.89. WFP will provide refugees with unconditional food transfers that meet their basic food and nutrition needs. Unconditional CBTs will be introduced gradually as market conditions improve, based on analysis, and the different impacts on women and men will be taken into account. The choice of in-kind food or CBTs will be informed by market and sectoral assessments taking into account seasonality, price trends, food supply and availability, cost efficiency and effectiveness and gender analyses.

	Strategic outcome 1						Strategic outcome 3
	Activity 1 – general food/CBT distribution		Activity 1 – supplementary feeding			Activity 3	
			Prevention of acute malnutrition		Treatment of moderate acute malnutrition		
	Refugees		Children 6–23 months	PLWG	Children 6–59 months	PLWG	Residents
	Food	CBTs	Food	Food	Food	Food	CBTs
Cereals	400						
Pulses	60						
Oil	25						
Salt	5						
Sugar	-						
SuperCereal	60			200		250	
SuperCereal Plus	-		200		200		
Micronutrient powder	-						
Total kcal/day	2 114		787	763	787	954	
% kcal from protein	10.7	10.7	16.6	16	16.6	16.3	
CBTs		0.49					0.22
Number of feeding days per year	365	365	180	180	90	90	90 (insurance premium)

PLWG = pregnant and lactating women and girls.

Food type/CBT	Total (mt)	Total (USD)
Cereals	6 570	2 578 871
Pulses	986	666 208
Oil and fats	411	425 335
Mixed and blended foods	2 039	1 406 284
Other	82	30 445
Total (food)	10 088	5 107 143
CBTs		15 823 300
Total (food and CBT value)	10 088	20 930 443

Capacity strengthening including South–South cooperation

87-90. Capacity strengthening is central to the CSP and is aimed at empowering the Government and its partners in delivering on national priorities and global commitments. The country office will use South–South cooperation to inform the design of technical assistance and capacity strengthening approaches. WFP will draw on lessons and experience from other countries in the transition of HGSP programmes to full government ownership, the design and implementation of systems for providing social cash transfers to beneficiaries, and catalytic approaches to building the value chains and climate risk management of smallholders. Refresher training will be provided to the Government as needed, and will be supported wherever possible by South–South cooperation. WFP will support the Government in implementing capacity strengthening activities in post-harvest handling, market access and development and digital innovation for delivery of effective agriculture support and the social cash transfer programme.

4.3 Supply chain

88-91. WFP will leverage its technical capacity in order to support partners through the provision of services covering the entire supply chain from producer to end user; these will be provided on demand. Services include assistance for the Government in the transport of food for HGSP, development of tools and guidelines for food safety and quality assurance, development of tracking systems for both food and non-food items, procurement of equipment and provision of infrastructure for market linkages, knowledge sharing, training and mentoring.

89-92. Under strategic outcome 3, supply chains will support smallholders through access to affordable post-harvest handling and storage equipment and market information and infrastructure. WFP will continue to provide support to the region through the Global Commodity Management Facility and corridor management. Support for supply chains will involve the strengthening of WFP's partnerships with the Food Reserve Agency, the Zambia Bureau of Standards, the Zambian Revenue Authority and other government institutions.

4.5 Partnerships

90-93. The Government is WFP's primary partner: advancing the Government's policies, building its capacities and strengthening its systems for delivering SDG 2 constitute WFP's mission in Zambia. Its partnerships with non-governmental and civil society organizations, private sector entities and academic institutions will contribute to the achievement of zero hunger by 2030.

91-94. WFP's comparative advantages are valued and acknowledged through its leadership of the SUN Business Network and its engagement in the First 1000 Most Critical Days Programme, HGSP and other initiatives. WFP is a trusted partner of the disaster management and mitigation unit in vulnerability assessment, early warning and disaster response, and assists the Zambia Vulnerability Assessment Committee in adopting the Integrated Food Security Phase Classification for analysing food and nutrition security. WFP supports the Ministry of Community Development through the social cash transfer system. WFP is a core partner of the Smart Zambia Institute, which coordinates the Government's digital transformation and e-government agenda.

92-95. As a member of the United Nations country team and through the Zambia-United Nations sustainable development partnership framework for 2016–2020, WFP has strong partnerships with other United Nations agencies. Through its participation in the United Nations Joint Programme on Social Protection, WFP works with the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organization, the International Organization for Migration and UNICEF. Collaboration with the other Rome-based agencies includes work with FAO on climate-smart agriculture and with the

International Fund for Agricultural Development on streamlining the provision of financial services. UNHCR is a core partner in refugee support. WFP is an active member of the SUN Network and co-chairs the United Nations Network for SUN with UNICEF.

93-96. WFP has already collaborated with the Centre of Excellence in Brazil through study tours as part of its work on building a sustainable, government-owned school feeding programme. Other South–South cooperation opportunities for supporting smallholder farmers will be explored with the Centre of Excellence in China.

94-97. A plan of work with a strong focus on gender equality and smallholder farmer support is being developed with cooperating non-governmental and civil society partners. For its work on nutrition, particularly its SBCC interventions for pregnant and lactating women and girls, WFP will partner with agencies that focus on gender equality and women's empowerment.

5. Performance management and evaluation

5.1 Monitoring and evaluation arrangements

95-98. Performance management of the CSP will be guided by a country office monitoring and evaluation strategy, which will be developed by the start of CSP implementation. A gender-responsive monitoring plan will outline the methodologies, sources and frequencies of data collection for each indicator. WFP will track outputs and outcomes and conduct reviews and evaluations for determining the performance of programmes and the achievement of intended results. Monitoring and reporting systems and processes will be designed to allow assessment of WFP's progress in supporting the upstream work that is envisaged in the CSP. Gender and protection considerations will be integrated into all monitoring and evaluation activities with a view to generating evidence; partners will carry out gender-responsive output monitoring and reporting, with technical support from WFP. Data collected will be disaggregated by sex and age at the individual levels. The outsourcing of monitoring may be considered.

96-99. Appropriate, safe and accessible complaint and feedback mechanisms will be established for registering complaints from and providing feedback to beneficiaries and stakeholders, and programme adjustments will be made in order to better serve the people supported through the CSP.

97-100. Investments will be made in government monitoring capacities in order to strengthen the timeliness and quality of reporting on WFP-supported programmes. As recommended in the evaluation synthesis report, WFP's capability to learn and innovate will be sustained, and innovation and learning will be facilitated in order to address inefficiencies and challenges in national systems for the management of monitoring and evaluation and other issues.

98-101. Baselines will be set during the three months prior to commencement of CSP implementation. Joint monitoring and assessments will be undertaken with relevant United Nations agencies and other stakeholders. WFP will support the monitoring of SDG indicators in the United Nations sustainable development partnership framework for 2016-2020 and its successor. The CSP will be subject to a review in 2020, a decentralized evaluation in 2021 and a CSP evaluation in 2023. Findings from the mid-term review will inform WFP's alignment with the next United Nations sustainable development partnership framework.

5.2 Risk management

Strategic risks

99-102. Insufficient funding is one of the main risks facing WFP as the donor environment for Zambia is particularly challenging. Mitigating actions by WFP include the development of joint fundraising efforts with other United Nations agencies and other partners and the

exploration of partnerships with new donors and the private sector. WFP has prioritized CSP interventions and beneficiary groups with a view to mitigating any resource shortfalls that arise.

- 100.103. _____ Frequent staff turnover in government ministries may hinder WFP's ability to establish and strengthen relationships and possibly lead to the loss of institutional knowledge and experience. Uncertainty in the Government's expenditure priorities from year to year also poses a planning challenge for WFP, especially regarding the handover of programmes such as HGFSF, and the scale up of social cash transfers through national safety nets. WFP will mitigate these risks by strengthening its advocacy and communications strategies in order to ensure that government counterparts are rapidly and easily able to understand WFP's programmes, practices and approaches, and to identify areas for collaboration.
- 101.104. _____ There may be an increase in the impact of climate-related risks in addition to El Niño-induced droughts, and floods during the rainy season. The recurrence of pests such as army worms and locusts is increasing in the region. To mitigate these risks, the CSP is focused on long-term resilience building, including work with FAO on the strengthening of soil and water conservation.
- 102.105. _____ Political instability in the Democratic Republic of the Congo could result in additional displacement of people into Zambia. Mitigating actions by WFP would include expansion of its current refugee response and activation of supplementary feeding should global acute malnutrition rates exceed 10 percent.
- 103.106. _____ An Ebola outbreak and historical trends in the Democratic Republic of the Congo, and a cholera outbreak in Zimbabwe could tax Zambia's health system. With frequent population movements across the borders, regional and country, Ebola preparedness is necessary in anticipation of the virus crossing into Zambia.
- 104.107. _____ In June 2018, Zambia recorded a government external debt stock of USD 9.4 billion, equivalent to 34.7 percent of GDP and up from USD 8.7 billion in December 2017.⁴² One result of mounting debt has been reduced budget allocations to public sector programmes. At the same time, some donors have voiced concerns and withheld contributions following allegations of financial mismanagement in some sectors. Based on forecasts, WFP has taken steps to adjust its resource mobilization strategy in preparation for a possible decline in government support for social protection programmes, particularly HGFSF and social cash transfers.
- 105.108. _____ To foster sustainability, the country office mitigates against possible shortages in the staff skills required to respond to sudden-onset emergencies by drawing on expertise from WFP global and regional offices and standby partners. Compliance with corporate guidelines in all aspects of WFP operations is a core mitigation measure.

⁴² As reported in the Minister of Finance's 2019 budget address to the National Assembly on 28 September 2018. http://www.parliament.gov.zm/sites/default/files/images/publication_docs/Budget%20Speech%202019.pdf.

6. Resources for results

6.1 Country portfolio budget

Strategic outcome	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Total
	2019	2020	2021	2022	2023	2024	
1	3 379 424	5 509 596	6 251 834	6 796 711	7 331 151	3 740 768	33 009 484
2	1 797 373	2 247 557	2 215 343	2 290 341	2 435 333	2 005 275	12 991 222
3	3 003 056	3 607 219	3 601 349	3 263 668	3 449 660	2 940 351	19 865 303
4	1 345 279	1 775 268	1 776 910	1 870 567	1 972 783	1 562 242	10 303 049
Total	9 525 132	13 139 639	13 845 436	14 221 287	15 188 927	10 248 636	76 169 057

406.109. _____ Despite the strategic orientation of the CSP, the largest share of the budget is allocated to refugee operations under strategic outcome 1, which requires significant resources for food and cash-based transfers. Budget allocations to the other three strategic outcomes remain steady throughout CSP implementation. Allocations to gender-specific and mainstreamed gender activities under each strategic outcome amount to 15 percent of the total budget for the five years.

6.2 Resourcing outlook

407.110. _____ With the decrease in multilateral funding, the country office continues to explore new opportunities for obtaining multi-year contributions from traditional and non-traditional donors. In recent years, WFP has increased its funding base through locally negotiated contributions, joint United Nations funding programmes, private sector contributions and in-kind government contributions.

6.3 Resource mobilization strategy

408.111. _____ Zambia's lower-middle-income status presents both opportunities and challenges. As WFP moves beyond resource mobilization for traditional activities, it expects that opportunities will emerge from the increased demand for investments in joint technical support initiatives for national development schemes.

409.112. _____ WFP has identified sufficient funding for the first and part of the second year of the CSP. It is pursuing complementary funds from joint United Nations programmes, and contributions from traditional and non-traditional donors. WFP will adopt a strategic approach to partner engagement in Zambia with a view to maximizing the impact of its activities on the people it serves.

ANNEX I

LOGICAL FRAMEWORK FOR ZAMBIA COUNTRY STRATEGIC PLAN

Strategic Goal 1: Support countries to achieve zero hunger

Strategic Objective 1: End hunger by protecting access to food

Strategic Result 1: Everyone has access to food

Strategic outcome 1: Crisis-affected people in Zambia, including refugees, can meet their basic food and nutrition needs all year round

Outcome category: Nutrition sensitive
Enhanced social and public-sector capacity to assist populations facing acute, transitory or chronic food insecurity
Focus area: Crisis response

Assumptions

WFP secures adequate funding to ensure a stable pipeline and that all required commodities are available

Outcome indicators

Consumption-based Coping Strategy Index (Percentage of households with reduced CSI)

Food Consumption Score – Nutrition

Livelihood-based Coping Strategy Index (Percentage of households using coping strategies)

Proportion of children 6–23 months of age who receive a minimum acceptable diet

Activities and outputs

1. Provide food and nutrition support to crisis-affected populations (URT: Unconditional resource transfers to support access to food)

Crisis-affected children under 5 and PLW/G receive specialized nutritious foods that improve their nutrition status. (B: Nutritious foods provided)

Crisis-affected people receive food or cash-based transfers that meet their basic food and nutrition needs (A: Resources transferred)

Strategic Objective 2: Improve nutrition

Strategic Result 2: No one suffers from malnutrition

Strategic outcome 2: Vulnerable people in Zambia have improved nutritional status in line with national targets by 2024

Outcome category: Nutrition sensitive
Improved consumption of high-quality, nutrient-dense foods among targeted individuals
Focus area: Root causes

Assumptions

The Government continues to provide a conducive environment for the private sector to invest in nutrition

Consumers have interest in purchasing foods that improve their health and well-being

Issues surrounding over-nutrition are prioritized by both private and public sector stakeholders, as well as consumers

Outcome indicators

Minimum Dietary Diversity – Women

Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)

Percentage increase in production of high-quality and nutrition-dense foods

Proportion of children 6–23 months of age who receive a minimum acceptable diet

Activities and outputs

2. Provide technical support to government institutions and the private sector for the reduction of malnutrition and scale up high impact nutrition interventions (NPA: Malnutrition prevention activities)

Food-insecure people benefit from strengthened government and partner capacity to deliver nutrition interventions that increase their access to and consumption of nutritious foods (C: Capacity development and technical support provided)

Targeted communities benefit from increased access to nutrition products through strengthened private sector value chains for nutritious foods (C: Capacity development and technical support provided)

Targeted communities, including PLW/G, caregivers of children, and adolescents have knowledge of and adopt practices that will improve nutrition status and reduce malnutrition (C: Capacity development and technical support provided)

Strategic Objective 3: Achieve food security

Strategic Result 3: Smallholders have improved food security and nutrition

Strategic outcome 3: Smallholder farmers in Zambia, especially women, have increased access to markets, enhanced resilience to climate shocks and diversified livelihoods by 2030

Outcome category: Nutrition sensitive
Increased smallholder production and sales
Focus area: Resilience building

Assumptions

There are no extreme climatic shocks, economic shocks and/or conflict that reduce resilience and reverse development gains

WFP and its partners continue to have unhindered access to targeted prioritised areas

WFP has sufficient funds to implement planned activities at the scale required

Other sectors of industry (e.g. mining) do not increase targeted smallholders vulnerabilities to weather-related shocks

Smallholders have access to loans

Gender specific value chain selection increases livelihood resilience of women

Minimum marketing infrastructure is in place

Off-takers have the liquidity to purchase from smallholder farmers

Outcome indicators

Consumption-based Coping Strategy Index (Percentage of households with reduced CSI)

Food Consumption Score

Food Consumption Score-Nutrition

Food expenditure share

Livelihood-based Coping Strategy Index (Percentage of households using coping strategies)

Minimum Dietary Diversity – Women

Percentage of smallholder farmers selling through WFP-supported farmer aggregation systems

Percentage of targeted smallholder farmers reporting increased production of nutritious crops

Percentage of WFP food procured from pro-smallholder farmer aggregation systems

Proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks

Rate of post-harvest losses

Value and volume of pro-smallholder sales through WFP-supported aggregation systems

Activities and outputs**3. Promote climate-smart agriculture, crop diversification and post-harvest management among smallholder farmers and through government systems (CAR: Climate adaptation and risk management activities)**

Smallholder farmers benefit from enhanced government systems, knowledge generation and research, service delivery and programmes (M: National coordination mechanisms supported)

Smallholder farmers benefit from enhanced knowledge and skills in diversified production, including with regard to nutritious crops, that increase their consumption of nutritious foods and their marketable surpluses (C: Capacity development and technical support provided)

Smallholder farmers benefit from knowledge and technology in post-harvest management that enhance their resilience to shocks and increase their incomes (C: Capacity development and technical support provided)

Smallholder farmers benefit from strengthened technology for and information on climate-smart agricultural practices that improve their resilience to shocks. (C: Capacity development and technical support provided)

4. Provide smallholder farmers with enhanced access to markets and financial and aggregation services (SMS: Smallholder agricultural market support activities)

Smallholder farmers benefit from enhanced access to markets, agribusinesses and financial services that increase their incomes and resilience. (G: Linkages to financial resources and insurance services facilitated)

Strategic Goal 2: Partner to support implementation of the SDGs

Strategic Objective 4: Support SDG implementation

Strategic Result 5: Countries have strengthened capacity to implement the SDGs

Strategic outcome 4: Government institutions in Zambia have more efficient, effective, and shock-responsive social protection systems that contribute to the achievement of SDG2

Outcome category: Nutrition sensitive

Enhanced capacities of public- and private-sector institutions and systems, including local responders, to identify, target and assist food-insecure and nutritionally vulnerable populations

Focus area: Root causes

Assumptions

Government continues to prioritize social protection and social safety nets as a key driver of development for poor populations

Innovative methodologies and technologies are prioritized by Government and development partners as means of more efficiently and effectively scaling up social safety net programmes

Outcome indicators

Effectiveness, coherence and results of partnerships (as per qualitative review)

Emergency Preparedness Capacity Index

Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)

SABER School Feeding National Capacity (new)

Activities and outputs**5. Provide technical expertise and other services for strengthening the systems and capacities of government institutions and other partners in implementing social protection programmes and early warning and disaster preparedness and response activities. (CSI: Institutional capacity strengthening activities)**

Shock-prone people benefit from access to food through enhanced government capacity in vulnerability analysis and needs assessment, early warning, disaster preparedness and response (C: Capacity development and technical support provided)

Vulnerable people benefit from nutrition-sensitive government safety net programme (C: Capacity development and technical support provided)

6. Provide technical support to the government in strengthening systems and capacities of the structures responsible for the home grown school meals programme (CSI: Institutional capacity strengthening activities)

Schoolchildren benefit from strengthened government capacity to implement a nutrition-sensitive home-grown school meals programme (M: National coordination mechanisms supported)

Zambians benefit from supply chain services provided to the Government as necessary (C: Capacity development and technical support provided)

Strategic Goal 1: Support countries to achieve zero hunger**C.1. Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences****Cross-cutting indicators**

C.1.1: Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)

C.1.2: Proportion of project activities for which beneficiary feedback is documented, analysed and integrated into programme improvements

C.2. Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity**Cross-cutting indicators**

C.2.2: Proportion of targeted people receiving assistance without safety challenges (new)

C.2.3: Proportion of targeted people who report that WFP programmes are dignified (new)

C.2.4: Proportion of targeted people having unhindered access to WFP programmes (new)

C.3. Improved gender equality and women's empowerment among WFP-assisted population**Cross-cutting indicators**

C.3.1: Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality

C.3.2: Proportion of food assistance decision-making entity – committees, boards, teams, etc. – members who are women

C.3.3: Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex and type of activity

C.4. Targeted communities benefit from WFP programmes in a manner that does not harm the environment**Cross-cutting indicators**

C.4.1: Proportion of activities for which environmental risks have been screened and, as required, mitigation actions identified

ANNEX II

INDICATIVE COST BREAKDOWN BY STRATEGIC OUTCOME (USD)					
	Strategic Result 1	Strategic Result 2	Strategic Result 3	Strategic Result 5	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	
Transfers	23 904 458	8 999 098	12 984 784	6 562 754	52 451 094
Implementation	3 436 202	1 800 320	3 544 983	1 997 192	10 778 697
Adjusted direct support costs	3 654 161	1 398 912	2 123 100	1 114 279	8 290 451
Subtotal	30 994 820	12 198 331	18 652 867	9 674 224	71 520 242
Indirect support costs (6.5%)	2 014 663	792 891	1 212 436	628 825	4 648 816
Total	33 009 484	12 991 222	19 865 303	10 303 049	76 169 057

Acronyms used in the document

CBT	cash-based transfer
CSP	country strategic plan
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
HGSF	home-grown school feeding
SBCC	social and behaviour change communication
SDG	Sustainable Development Goal
SUN	Scaling Up Nutrition
UNICEF	United Nations Children's Fund

REVISION MODE