



World Food Programme

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of the Zambia Country Programme
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Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

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Acronyms

AHFSI	Average Household Food Security Index
AIDS	Acquired Immuno-deficiency Syndrome
ASIP	Agriculture Sector Investment Programme
BESSIP	Basic Education Sub-Sector Investment Programme
CBO	Community Based Organisation
CBH	Central Board of Health
CCA	Common Country Assessment
CD	Country Director
CO	Country Office
COMESA	Common Market for East and Southern Africa
CP	Country Programme
CPAC	Country Programme Advisory Committee
CSN	Country Strategy Note
CSO	Country Strategy Outline
CSO/Z	Central Statistical Office of Zambia
DHMT	District Health Management Team
DMMU	Disaster Management and Mitigation Unit
DSC	Development Support Cost
EB	Executive Board
EDP	Extended Delivery Point
EMOP	Emergency Operation
FAO	Food and Agriculture Organisation
FAAD	Food Aid and Development
FAWEZA	Forum for the Advancement of Women's Education in Zambia
FDP	Final Delivery Point
FEWS	Famine Early Warning System
FFA	Food for Assets
FFW	Food for Work
FHANIS	Food, Health and Nutrition Information System
FPMU	Food Programme Management Unit
FRA	Food Reserve Agency
GDP	Gross Domestic Product
GIDD	Gender in Development Division
GIS	Global Information System
GRZ	Government of the Republic of Zambia
HDI	Human Development Index
HEPS	High Energy Protein Supplement
HIPC	Highly Indebted Poor Countries
HIV	Human Immunodeficiency Virus
ILO	International Labour Organisation
IMCC	Inter Ministerial Coordinating Committee
ITSH	Internal Transport Storage and Handling



JCGP	Joint Consultative Group on Policy
LCMS	Living Conditions Monitoring Survey
LIFDC	Low Income Food Deficit Country
MAFF	Ministry of Agriculture, Food and Fisheries
MCDSS	Ministry of Community Development and Social Services
MOFED	Ministry of Finance and Economic Development
MOH	Ministry of Health
NGO	Non-Governmental Organisation
NPRAP	National Poverty Reduction Action Plan
NEWU	National Early Warning Unit
OVP	Office of the Vice President
PDM	Programme Design Manual
PRO	Protracted Refugee Operation
PRSP	Poverty Reduction Strategy Paper
PS	Permanent Secretary
PUSH	Programme for Urban Self Help
RDC	Rural Development Committee
RFFA	Rural Food for Assets
RO	Regional Office
ROADSIP	Road Sector Investment Programme
RTTP	Rural Travel and Transport Programme
SADC	Southern African Development Community
SAP	Structural Adjustment Programme
SF	Supplementary Feeding
SIP	Sector Investment Programme
STD	Sexually Transmitted Disease
SWAP	Sector Wide Approach
TAZARA	Tanzania Zambia Railway
TB	Tuberculosis
UFFA	Urban Food for Assets
UN	United Nations
UNAIDS	United Nations AIDS Agency
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
VAM	Vulnerability Analysis and Mapping
WB	World Bank
WFP	World Food Programme
WHO	World Health Organisation
ZAMSIF	Zambia Social Investment Fund project



Table of Contents

1.	INTRODUCTION	1
2.	RATIONALE FOR WFP FOOD AID.....	2
	Food insecurity and poverty.....	2
	National food security policy and strategy and the role of food aid	4
	WFPs development priorities.....	5
3.	THE COUNTRY PROGRAMME AND ITS	
	ACTIVITIES RE-EXAMINED	6
	WFP activities prior to the Country Programme.....	6
	Objectives of the Country Programme and its components.....	6
	Analytical Basis for the CP.....	8
	Strategic orientation of the CP	8
	The role and utilisation of food aid	10
4.	SYSTEMS AND PROCEDURES SUPPORTING THE CP	11
	Decentralisation and delegation of authority	11
	Guidelines, Directives, Policies	11
	Budgets and financial resources.....	12
	Internal transport, storage and handling (ITSH)	13
	Human resources.....	14
	Monitoring and evaluation	15
	Gender.....	16
	Vulnerability analysis and mapping (VAM).....	17
5.	FACTORS IN THE EFFECTIVENESS OF THE CP.....	19
	National government involvement and support	19
	Institutional arrangements for CP oversight and management	20
	Integration into CCA/UNDAF.....	22
	Partnerships.....	23
	Current activities and compatibility with the FAAD policy	23
6.	CONTRIBUTION OF ACTIVITIES TO CP OBJECTIVES.....	25
	Basic Activity One: Urban Food-for Assets (UFFA).....	25
	Basic Activity Two: Rural Food-for-Assets (RFFA).....	28
	Basic Activity Three: Supplementary Feeding	30
	Supplementary Activity 1-Food Aid Facility:	
	I Girl's education and II Micro projects fund	
	Supplementary Activity Two: Disaster Management and Mitigation.....	
	Supplementary Activity Three: Vulnerability Assessment Mapping (VAM).....	35
7.	CONCLUSION	35

ANNEXES



Executive Summary

The goal of the evaluation was to assess whether the CP approach has been an effective tool for preparing and implementing WFP assistance to national development and relief programmes. The evaluation found that there was a strategic focus on the most vulnerable areas and groups and on disaster mitigation and preparedness at household and community level, as well as a high degree of coherence and internal consistency in the Zambia Country Programme. There was also evidence of a deliberate bias in the CP towards concentration of food aid by sector (health, education and rural development-disaster mitigation), and by geographic area (to the most food insecure districts and disaster prone areas) and towards women.

The two overall goals of the CP are clearly defined. They are also relevant to government development priorities and entirely consistent with WFP's new FAAD policy. The three core activities are in effect two i.e. Food for Assets (FFA) in urban and rural areas and Supplementary Feeding (SF). Inasmuch as the former activity may target households that are also severely affected by HIV/AIDS, they are complementary, self-reinforcing, and appear reasonably well integrated with relevant government development programmes at district and provincial level.

Under the CP, the Country Director has the authority to move up to 10% of total CP resources between activities. Recent droughts and floods as well as the influx of refugees from neighbouring countries have demonstrated the usefulness of this provision. However, differences between the food basket for development activities (maize meal with a short storage life of 4 months) and that for emergencies (maize grain with a storage life up to 2 years) have severely reduced flexibility in the use of CP resources in emergencies. Moreover, the scope for such flexibility is further constrained by current WFP budget and accounting procedures, which are still based on the individual activities and not on the CP itself. This severely hampers borrowing between activities and between the development and emergency portfolios.

In respect of ITSH, Zambia currently qualifies for 50% reimbursement. But its current socio-economic conditions and fiscal constraints severely reduce its ability to meet ITSH costs. Zambia has recently been included by FAO in the list of low-income, food deficit countries (LIFDC), and has now become eligible for 50% debt relief under HIPC. Thus, Zambia's current classification no longer corresponds to its socio-economic position and fiscal resource availability.

The mission observed that while there appeared to be strong and effective partnerships with certain government agencies and NGOs, those with other agencies appeared somewhat less so (e.g. the Ministry of Education, bilateral donors and UN agencies) or where they did exist, somewhat uncertain in terms of the realisation of planned commitments (e.g. with UNFPA in the reproductive health training activity). Thus, at present, the CP does not realise the full potential for programming linkages-integration between its core and supplementary activities or for linkages with the relevant national sector programmes.



Bilateral donors were generally appreciative of the efficiency and effectiveness of WFPs activities, especially the disaster relief and refugee operations. However, they seemed not to be fully engaged with WFP's development agenda. On the other hand, within UNDAF, the mission noted that on disaster mitigation and management UNDP has been a strong partner, providing resources for technical support to the DMMU in this area; and there has been close collaboration with UNICEF in respect of girls' education. However, it is noteworthy that the lack of wider support from UNDAF or other development partners on FFA, supplementary feeding and support for girls' education, severely reduces the exit strategy options inasmuch as it is unlikely for the foreseeable future that the government would be able to continue these activities without external support.

On the whole, the mission concluded that the process of developing the first CP has resulted in a clear strategy and a coherent programme for WFP in Zambia. Certainly, there was also a considerable sense of "ownership" on the part of government at national level, although this appeared to be weaker at district level. It was quite clear to the mission that most of the counterpart ministries were real partners in the planning and implementation of WFP-assisted activities. However, this appeared not to be so in respect of the 2 activities that have not yet commenced operations-rural food for assets and girls' education, where there seems to have been a failure of communications among the relevant ministries and between them and WFP. As a result, neither the design nor the implementation modalities of these activities has been finalised.

There is still a role for food aid in Zambia because of the continued existence of household food insecurity, which is exacerbated by HIV/AIDS, gender inequality, increasing numbers of refugees and rising poverty. There are three types of programme modalities in the current CP: community-based food for assets, training in income generating activities and disaster mitigation and preparedness; supplementary feeding; and school feeding targeted at girls. The role for food aid implicit therein appears to be three-fold: to enable poor households to invest time and resources in improving their economic situation; to improve human resource development through better nutrition; and to strengthen coping mechanisms in the face of adverse economic shocks and natural disasters.

The new programming approach, together with the requirements of the FAAD policy, has challenges for WFP in terms of staff levels and skills for programme design, implementation and financial management and providing support to national counterparts. This is all the more critical in the case of Zambia where government institutions are overstretched because of reduced staff levels and high rates of attrition due to low remuneration, retrenchment and HIV/AIDS. This places an additional burden on the staff of the CO, which appears not to be taken into account in the prevailing assumptions on which WFP/CO staffing levels and staff profiles are based.

Given the size and complexity of the programme as well as the need for continuing dialogue and joint programming and co-ordination with government counterpart institutions, UNDAF partners, bilateral donor agencies, NGOs and communities, a certain minimum degree of continuity in programme management is essential. It seems clear that this condition is not ensured by the current WFP institutional arrangements. Indeed, because of the peculiar properties of the system followed in the calculation of direct support costs, the mission observed that the availability of complementary staff resources appeared to be largely dependent on the frequency of emergency situations.



In the original CP for Zambia, the full estimated costs of staffing, technical support, non-food items and other complementary resources required for implementation of all the CP activities were set out in detail and approved by the Executive Board. Since the introduction of WFP's current methodology of calculating DSC based on the tonnage of food moved, the CP operating budget has been capped and the original estimates have not been respected. This has resulted in serious shortfalls in the human and material resources required, with detrimental effects on their efficiency and effectiveness.

Conscious of the weakness on the monitoring side, the CO has enlisted the help of two external consultants in developing and installing a new M&E system incorporating objectively measurable indicators of effects and impact (with clear guidelines on process and reporting forms in a new revised format). Considerable efforts were made to address gender issues in the design of the CP. However, it appears that in some cases, the decisions taken had effects opposite to those sought and, indeed, may have resulted perversely in compounding gender inequalities and adding burdens to women instead of reducing them.

An Inter Ministerial Co-ordinating Committee (IMCC) has been established under the chairmanship of the Ministry of Community Development and Social Services (MCDSS). The IMCC is an internal government mechanism on which WFP sits only by invitation. In practice, this has meant that the WFP/CD, representative of the main partner to the CP and accountable for the resources provided therein, is not a participant by right in the deliberations of the decision-making and co-ordinating organ of the CP.

In this connection, the mission noted that, in the Organigramme describing the organisational framework for CP implementation, the respective roles, functions and responsibilities of the various co-operating institutions as well as the lines of authority and channels of communication have not been sufficiently elucidated. This has given rise to differences in interpretation and understanding of roles and the locus of responsibilities for programme co-ordination and execution as well as activity implementation on the part of the various partners. This confused situation has resulted in certain key functions (especially co-ordination of activity formulation and implementation as well as reporting on programme management) being performed inadequately or not at all. Thus more than halfway through the CP period, a substantial proportion of the resources earmarked has not yet been committed or drawn down and the efficiency and effectiveness of co-ordination and management of on-going activities have been impaired.

The mission considers that these shortcomings are attributable to the fact that there is an institutional vacuum below the IMCC, in that no effective mechanism exists at working level for the preparation of integrated proposals for activity formulation and implementation by all stakeholders or for the transmission of the decisions and instructions of the IMCC to the implementing agencies, both within and outside of government. The mission considers that this might be remedied by the establishment under the CP oversight committee of a Technical sub-committee with responsibility for the design, implementation arrangements, monitoring and evaluation of CP activities as well as their integration in national development programmes.

The CP includes a supplementary activity of providing "additional assistance to the Government as WFP-Zambia strengthens its own capacity" for VAM. The objective was to contribute to the establishment of an effective Disaster Management and Mitigation Unit (DMMU) for disaster preparedness and response. Within existing data constraints, the VAM analysis and targeting are generally satisfactory. However, the current dispersion of responsibility for this activity among institutions (donor agencies) outside of government



does not ensure sustainability. Also the current arrangements for co-ordinating VAM could be more clearly defined and focused.

The two ongoing core activities are carried out in collaboration with and mutual support from other UN agencies and, to a lesser extent, the bilateral donors. In essence, there is adequate involvement of most stakeholders (line ministries and district authorities, with the exception of the Ministry of Education) in the formulation and implementation of WFP-assisted activities. However, the commitment of bilateral agencies and major NGOs appears so far to have been limited. This has resulted in irregular availability of non-food items and other essential complementary resources. This situation highlights a major challenge for WFP in obtaining the full and lasting commitment of government and its principal development partners for shifting the focus of food assistance from emergency to development activities (i.e. in line with the FAAD policy) in support of the poorest households and to improvements in food security and the nutritional status of this population group.

Many Zambians and potential WFP development partners continue to see relief activities, nutrition-related programmes and the creation of public assets as the major fields for the use of food aid. Considerable advocacy is required to get wider support for using food aid also as an instrument for helping the poorest not just in having employment today, but also building their own assets for tomorrow. This underlines the need for WFP/HQ to provide WFP/Zambia with adequate human resources for this purpose. The mission is convinced that the lack of attention paid by certain ministries to the CP arises out of their perception of the limited usefulness of food assistance in their programmes. It will thus be important that government adopts a food aid policy giving recognition to the role of food aid in the process of poverty reduction.

The mission found that CP design and, in particular, the two core activities, substantially meet the FAAD guidelines. The CP as well as WFP's new FAAD policy emphasises the need for strong community participation in the formulation of WFP-assisted activities. However, the mission found that inadequate consultation with beneficiaries in the Urban Food for Assets (UFFA) activity had resulted in the selection of activities they considered inappropriate or of low priority. There are perhaps sound reasons for the choices made by government in respect of squatter settlements to be regularised. They have not, however, been explained to the participants.

The UFFA activity focuses on the enhancement of food security through food for work activities for a period of six months per participant. It targets 50,000 low-income urban beneficiaries (90% women) in unplanned urban settlements in 14 urban districts and offers a social safety net for low-income urban residents. The programme incorporates vocational skills and entrepreneurship training, functional literacy and family life education, including basic hygiene and reproductive health. At the time of the evaluation, about 16,000 persons had participated in the programme.

The mission found that the activities selected seemed mainly influenced by the preferences of RDC leaders, local authority and government representatives, and WFP and implementing agency personnel. Moreover, findings from field interviews and reports indicate that, at some sites, implementers were largely responsible for participant selection. Despite this situation of low community involvement, the mission observed that the participants seemed to appreciate the activities inasmuch as they have had notable results in improving access as well as reducing flooding and the incidence of diseases associated with poor sanitation. The long-term sustainability of the assets created will, however, clearly depend on the efficacy of efforts made and local institutional mechanisms put in place to enhance community participation and empowerment.



The Rural Food for Assets (RFFA) activity has not yet been approved. It targets high-risk rural areas where problems of access to economic and social infrastructure are a major contributing factor to poverty and food insecurity. A recent appraisal mission concluded that while there was justification for WFP support to RFFA activities, they should be designed in such a way as to avoid conflict with other development initiatives, particularly those that build on self help principles. The appraisal mission also suggested that consideration be given to assigning overall responsibility for execution to the DMMU.

In Zambia, disaster mitigation and response activities are, in effect, a sub-set of general development actions involving elements of social (institutional mechanisms) and physical (hydraulic structures) engineering, directed at reducing the vulnerability of specific populations and areas to natural disasters and/or socio-economic shocks. In the present context, the mission is of the opinion that there is merit in the suggestion that these activities may be carried out most cost effectively by integrating the resource flows for RFFA with those proposed for disaster preparedness, mitigation and management in the framework of a single activity.

However, it does not appear appropriate to assign responsibility for project implementation to the DMMU, given its limited personnel and outreach at field level. On the other hand, there is need for close co-ordination of actions by a host of possible implementing agencies as well as for incorporating disaster preparedness activities in their respective programmes. The mission is thus of the opinion that these activities appear to fall within the purview of the Office of the Vice President alongside the co-ordination of the RFFA activity.

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

The mission noted that there were problems in getting food from the district warehouses to the final distribution points (health centres, hospitals and communities-home based care). Also, the SF activity is not well linked with nutrition and health education programmes at the beneficiary level, although activities are closely related and part of the Family Health Package. The challenge for MOH is to improve its own effectiveness and to facilitate programme implementation by vigorously enlisting the support and participation of the CBOs and NGOs to ensure impact and strengthen complementarity.

The mission found that there was confusion and lack of awareness within the MOE at working level about the Girls' education activity, about the possible role therein for food aid, about arrangements for the formulation and implementation of the activity and how it might be integrated in the programmes of the ministry and possible linkages with the programmes of other ministries and development partners. The mission considers that these issues could be resolved through discussions and consultations among development partners at working level, in the context of the Technical Sub-committee of the IMCC, proposed above.

The Micro Projects Fund would facilitate timely response to worthwhile community initiatives. The activity is also in line with the FAAD policy of promoting nutrition and the



creation of assets and sustainable livelihoods as well as human development. The project has not yet been initiated due to resource constraints.

In conclusion, it is clear that, in the medium term, chronic seasonal hunger and malnutrition are, and will continue to be, a heavy constraint on the ability of the majority of Zambians to participate in and contribute to their own development and that of their communities and of the nation. These factors, combined with the low and falling levels of per caput GDP and the high frequency of natural disasters and external economic shocks, place large segments of the population in a situation of high vulnerability, beyond the capacity of traditional coping mechanisms. Therefore the strong strategic focus of WFP activities on the most vulnerable areas and groups and on disaster mitigation and preparedness at household and community level is amply justified.

However, vulnerability and food insecurity are being rapidly worsened by the HIV/AIDS pandemic, which has already caused the disappearance of almost one quarter of the economically active population and made orphans of more than one million children- about 10% of the population. These children will need to be fed, educated and cared for until they can stand on their own feet. This will no doubt require on the part of government, a concerted multi-sector approach integrating activities in all relevant areas, with support from a multitude of development partners. There will thus clearly be an important role for food aid in programmes to resolve this problem, which presents a formidable economic, social, health and development challenge.

These considerations reinforce the conclusions to be drawn from the present assessment that there are perhaps three areas where food assistance may have a clear comparative advantage in Zambia: (1) support to the education sector in order to ensure access and raise the participation rate of both sexes at pre-school and primary level; (2) support for infrastructure rehabilitation in disaster-prone and food insecure areas and asset generation so as to improve and enhance the coping mechanisms of poor households; and (3) support to HIV/AIDS infected and affected households. In this context, high priority would also need to be given to correcting the gender, rural-urban and regional imbalances within these areas of intervention.

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



1. INTRODUCTION

In 1994, WFP introduced a new policy framework called the country programming approach. This replaces the project-by-project approach, which made it difficult to relate WFP assistance to overall national planning. With the previous approach, there was little integration of different WFP activities to ensure a coherent country programme. The new approach implies some fundamental changes to the way WFP plans and programmes, focusing on a people-centred and food-based strategy and using the “country” as the basic entity for WFP’s engagement. A country programme should be a cohesive and focused response to those strategic objectives of a recipient country that coincide with the strategic objectives of WFP and other assistance partners. This new orientation is also in step with the direction of UN reform (CCA, UNDAF, etc.).

The WFP portfolio for Zambia was endorsed by the Executive Board at its Third Regular Session of 1997, on the basis of a UN Country Strategy Note (CSN) and WFP Country Strategy Outline (CSO), both of which were prepared in 1996. The Zambia Country Programme, approved by the EB in October 1997, was based on those documents with modifications in light of subsequent changes in the economic situation and in national development policies.

The CP was originally approved with a full budgetary complement for a five-year period-1998-2002. It provides for WFP assistance of US\$31.9 million (including direct and indirect costs) for three core activities and two supplementary activities, which target 457,210 beneficiaries with 57,203 tons of food. The CP sets aside 32% of its resources for emergency operations and 68% for development activities. Since Zambia is a pilot country for the UNDAF, UN agencies in the Joint Consultative Group on Policy (JCGP) have agreed to harmonise and synchronise their respective programme cycles effective 1 January 2002. Thus, the CP has been shortened by one year; it will now end on 31 December 2001 and resources will be carried over into the next cycle to ensure a smooth transition of activities.

The CP aimed to utilise resources and serve the most vulnerable populations better by focusing project initiatives at targeted food-insecure communities. It was envisaged that WFP programming would continue supporting appropriate safety net mechanisms that address the needs of vulnerable groups in urban, and increasingly rural areas and mitigate the impact of HIV/AIDS on household food security as well as enhancing disaster policy, management and preparedness activities. This was expected to result in a smaller geographic spread with heavier concentration of activities in communities identified as having the greatest incidence of poverty.

At the national level, WFP supplementary activities aimed to: assist the Government by helping to formulate and institutionalise a national disaster preparedness policy; utilise VAM to target vulnerable populations in food-insecure areas; provide support for girls’ education and maximise opportunities for income generation and capacity-building through micro-projects.

This report is based on the work of an evaluation mission¹, which visited Zambia between 23 October and 17 November 2000. The main goal of the evaluation was to assess whether the CP approach has been an effective tool for preparing and implementing WFP assistance to national development and relief programmes, and to determine whether this strategy has led to better results than the previous project approach. The mission's work was guided by draft generic terms of reference focusing on the following specific tasks:

¹ The mission was composed of: Mr. M. Smart, Mission Leader, FAO; Ms. Constance Lewanika, WFP consultant; Dr. Kevin Kabunda, WFP consultant. Mr. Abraham de Kock WFP joined the mission during the last week of its stay.



1. To assess the extent to which WFP's current development activities in Zambia have been influenced by the CP approach so that they constitute a recognisable CP.
2. To assess the extent to which WFP's systems and procedures for programme and project identification, design, budgeting, funding and implementation at both the headquarters and field levels have enhanced or impeded the CP approach.
3. To assess the potential of the CP to be an effective WFP contribution to both development and relief.
4. To determine whether the current WFP-assisted development activities have been designed to make a direct contribution to the objectives of the CP.
5. To assess the extent to which the individual WFP-assisted activities represent effective use of food aid (including the practices and principles enshrined in the new "Enabling Development" policy).
6. To provide recommendations for the CP that can be used in the development of future Country Strategy Outlines and CPs and to provide accountability to the Executive Board.

Thus the present analysis does not constitute an evaluation *stricto sensu* of the individual core and supplementary activities in the CP. It is rather an assessment of the suitability and effectiveness of the country programming approach to achieve the four qualities of integration, concentration, coherence and flexibility² sought through the application of a new process (together with government and all other key stakeholders) of joint programming and activity preparation.

2. RATIONALE FOR WFP FOOD AID

Food insecurity and poverty

Although Zambia experienced a positive economic performance immediately after independence, with major gains in social and economic infrastructure, participation and benefits were not equitably shared among Zambians because no deliberate policy was in place to ensure equity, especially in light of the disadvantaged position of women and girls. From being one of the most prosperous countries in sub-Saharan Africa, Zambia has become one of the world's poorest countries, with low economic development, declining incomes, increasing poverty and alarmingly deteriorating social indicators. The situation was further exacerbated by the rise in oil prices. The infant mortality rate for children under five years of age was 203 per 1000 live births in 1994, compared to 152 per 1000 in 1980. The spread of the HIV/AIDS pandemic has also compounded health and socio-economic problems by increasing the number of orphans and households headed by women. Poverty remains a problem and has contributed to a deteriorating nutritional status and increased vulnerability in both rural and urban areas.

² The mission defined these as follows:

Integration: WFP's core Country Programme activities are consistent with and targeted to the stated strategic priorities of the government and other donor agencies within the UNDAF framework.

Concentration: Food aid is targeted to the poorest regions and the most food insecure households, and used to support the most appropriate activities in the given socio-economic context.

Coherence: Degree of complementarity and internal linkages among the main elements of the CP, and the CPs external linkages to other government and donor development activities.

Flexibility: Extent to which resources may be switched between activities within a CP (at present 10% of total CP budget).



The fall in the standard of living was most pronounced in the 1980's and was fuelled by declining copper prices, since copper accounts for 80%-90% of Zambia's export earnings. Inappropriate macroeconomic policies and heavy public sector involvement in the economy led to slow adjustment and poor economic performance throughout the 1980s. In 1987, the per caput GDP was only one-third of the peak in 1981, and real GDP per caput declined by 2.7% per annum between 1965 and 1987. Since 1991, the rate of decline in GDP per caput has slowed to 2% on average per annum. However, the current estimate (2000) of life expectancy is now only 37 years, compared to 49 years in 1992. Moreover, in 1998, per caput GDP stood at US\$330 and was below the average of US\$480 for sub-Saharan Africa³.

Zambia has a population estimated at 11 million (2000) with a low density (about 14/km²) that is unevenly distributed (with roughly one third of the population concentrated in the Lusaka and Copper belt provinces on 7% of the total land area), a relatively urbanized population (40%) and an economy based on services (50% of GDP), manufacturing/mining (30% of GDP and 80% of exports), and increasingly on agriculture (20%) that is particularly vulnerable to the recurring natural disasters (floods and drought) to which the country is prone.

Seventy-three percent of the population is estimated to live in absolute poverty⁴⁵ in 1998, which is higher in rural areas (81%) than in urban areas (56%). Moreover, between 70%-80% of the people in each area are destitute or ultra poor, with consumption expenditure of 69% or less of the poverty line⁶. It is noteworthy, however, that while the incidence of both overall and extreme poverty declined in the rural areas, it rose by 7.4 and 3.9 percentage points, respectively, in the urban areas over the same period⁷.

In Zambia, production of crops and ownership of livestock at household level are the two main sources of income for both household food security and for the provision of other basic goods and services. Agriculture provides livelihoods for about 50% of the population and 67% of the economically active; it also remains by far the main opportunity for income and employment for women who comprise 65% of the rural population. The crop sub-sector is dominated by maize, which accounts for about 65% of the land cropped annually and for about 90% of cereals. Although Zambia has good agricultural potential, there are significant food insecurity problems in the country. Recurrent droughts, poor rural infrastructure, and low incomes and investments have contributed to slow growth in agriculture and food production, particularly in drought-prone areas in the Western and parts of Southern and Eastern Provinces, as reflected in a Vulnerability Assessment and Mapping (VAM) study conducted by WFP and USAID in 1996.

Agricultural output has failed to keep pace with population increase for many years. Annual agricultural growth averaged only 2.5% between 1986 and 1995 and there is now a major problem of chronic food insecurity for about 73% of the total population. At household level, the food insecurity situation has been compounded by a combination of several factors such as increase in the prices of food caused by removal of subsidies and reduced household incomes due to unemployment and HIV/AIDS, which now affects 25% of the productive age group. Poor

³ Human Development Report 2000 UNDP

⁴ The poor are defined as those people who spend at least 70 percent of their household budget on the basic food basket. The core poor are defined as those whose household budget is less than that required for the basic food basket.

⁵ ZK 47,187 per adult equivalent, monthly household expenditure at 1998 prices.

⁶ Less than ZK 32,861 per adult equivalent, monthly household expenditure at 1998 prices.

⁷ Zambia CCA 2000 (draft)



households especially those headed by women are the most affected. The average household food insecurity index (AHFSI) was estimated at 72 in 1990–1992. Having such poverty indicators, Zambia was included by FAO in the list of low-income, food deficit countries (LIFDC).

There is a secular increase in the number of persons unable to access the minimum required daily calorie intake. World Bank estimates show that over 80% of Zambians live in households that lack adequate means to meet basic daily nutrition needs (over 90% in many rural areas). Data from FAO food balance sheets show that the daily per capita caloric intake has dropped from a peak level of over 2,300 kilocalories in the mid-seventies to 2,142 in 1980-82, and only 1,954 in 1992-1994, which is below the recommended daily intake of approximately 2,300 kcal. The Food Basket Survey, conducted by the Economic and Social Development Research Project of the Jesuit Centre for Theological Reflection, indicates that, as of July 2000, K277 475 is the minimum monthly cost of the basic food requirement for a family of six, while the monthly salary of school teachers, nurses, secretaries, police officers and security guards ranges from K110 000 to K210 000. As wages stagnate or fall in real terms, an increasing number of Zambian families are being forced to go without the normal three meals a day. Even the meals taken have no basic balanced diet.

Gender is an important dimension of poverty since women tend to be poorer and have less access to resources, despite the important role they play in the economy. In 1995, the illiteracy rate, although at 22% fairly low for a developing country, was higher for females (29%) than for males (14%). Women face major socio-cultural constraints that limit efforts to improve their welfare. They have less access to land, credit and education. They also have low representation in decision-making processes at all levels. Thus their priorities and those of children are not being adequately addressed. As a result, there is a phenomenon of increasing feminisation of poverty that also affects access to food among other basic needs. In March 2000, government approved a National Gender Policy with the objective of addressing gender imbalances and fostering equitable development.

National food security policy and strategy and the role of food aid

In 1991, Government introduced measures to favour economic development in two major policy reviews through the Structural Adjustment Programme (SAP): the market liberalisation of the economy and decentralisation (particularly in the agriculture and social sectors). Subsidies were removed; parastatal agencies were privatised; prices were decontrolled and all foreign exchange controls were removed. These measures led indirectly to increased levels of vulnerability and poverty, further exacerbated by the effects of HIV/AIDS, which has resulted in a rapid rise in the number of female-headed households; street-kids; persons with disabilities reduced to mendicancy; and households headed by the elderly (60 years and above) and by children. To this has been added a new phenomenon of core poor retirees and retrenched workers who have not been paid their benefits; high deaths from diseases including HIV/AIDS; and people in very low paying formal and informal employment. Social and economic indicators have deteriorated with poverty characterising the majority of the population.

In 1997, in an effort to mitigate the short term negative impact of the SAP and the increasing manifestation of poverty, GRZ appointed the Ministry of Community Development and Social Services (MCDSS) to serve as a focal point for all poverty reduction-related programmes; to coordinate all poverty reduction interventions; and to spearhead the preparation of a



comprehensive and coherent National Poverty Reduction Action Plan (NPRAP). This measure was aimed at reducing poverty levels from 70% (in 1997) to 50% by the year 2004.

Consequently, a National Poverty Strategic Framework was completed in May 1998 with the assistance of UNDP through a preparatory assistance project- ZAM/97/009. A NPRAP document was approved by the MCDSS in December 1998 to translate the Strategic Framework into a programme of action. However, the poverty eradication portfolio has since been moved to MOFED and the Government is currently preparing a Poverty Reduction Strategy Paper (PRSP) with the support of the World Bank, which *inter alia* will include debt relief.

Food access has been accepted as an important proxy for the magnitude, depth and severity of poverty in Zambia and it is generally agreed that special interventions, particularly those that aim to improve the income levels of the poorest households are crucial. Even so, the Government does not have a definite policy on household food security, nor is this issue addressed in the NPRAP.

As reoriented in 1998, the Zambia Agricultural Sector Investment Programme does set two specific objectives: a) ensuring adequate household and national food security; and b) guaranteeing special access to food by vulnerable groups. However, the major focus of programme activities is on the decentralisation and privatisation of service delivery, rather than on the creation of conditions conducive to the long-term improvement of agricultural output and productivity. Within the same programme, provision is made under the rural investment fund to provide grants to small farmer groups for infrastructure development. Again, it is likely that this programme may not be sufficient to meet the food requirements of households in urban poor communities, the poor living in remote rural areas and low paid wage earners. There is an urgent need for the country to have strategies to address the food insecurity of these groups.

Although there is as yet no explicit policy on food aid, the Government recognizes and fully supports the safety net programmes that are partially funded by food aid. Following the minor drought of 1993/94, the Government actively encouraged private traders to import and store staple crops. Thus food deficits have been met through food imports by private institutions and food aid, especially in time of natural disasters. Even so, most rural and poor households can hardly afford the price of food and food aid is far from sufficient to meet national requirements.

A Food Reserve Agency was established as a contingency measure to ensure year round food security, particularly for rural poor households in outlying agricultural areas prone to floods and drought. Although the Agency was mandated to carry enough food stocks to meet any shortfalls while ensuring timely delivery of agricultural inputs to small-scale farmers in the same areas, its efficiency and effectiveness in meeting rural household food security appear open to question. The Agency is state-owned and has thus not been entirely immune to political pressures; it also appears to have been largely unable to fulfil its mandate or to reach its intended beneficiaries.

WFP's development priorities

In 1999, WFP reformulated its development priorities to focus on five activities with the goal of meeting the urgent needs of people largely by-passed by the conventional processes of development:



1. To enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
2. To enable poor households to invest in human capital through education and training;
3. To make it possible for poor families to gain and preserve assets;
4. To mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind; and
5. To enable poor households which depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.

The role of food aid implicit in the current Country Programme appears to be entirely in line with current WFP development priorities as stated in its Food Aid and Development Policy (FAAD).

3. THE COUNTRY PROGRAMME AND ITS ACTIVITIES RE-EXAMINED

WFP activities prior to the Country Programme

Since 1992, WFP has committed to Zambia food aid with a total value of US\$66 million. Two large-scale emergency operations for drought relief as well as considerable assistance to refugees from neighbouring countries accounted for just about three quarters of WFP activities. Despite the great need for emergency assistance, WFP was able to utilise a quarter of its commodity resources for development programming. Previously, assistance was given to malnourished pre-school children (from 1984 to 1992) in the amount of US\$ 4.1 million through project 2710 - "Infant feeding and prevention of malnutrition". Low-income vulnerable groups living in urban and peri-urban areas were assisted since 1990 under project 4343/Q - "Urban self-help" at a cost of US\$1.5 million. The main elements of these development support operations consisting of supplementary feeding of vulnerable groups and Food-for-Work activities were consolidated under a single project 4756-"Safety net for vulnerable groups under structural reform" that was terminated at the end of 1997.

Against the background of the massive deterioration in living standards of the majority of the population over the last two decades, the CSO, approved in 1997, proposed that WFP's future strategy should be to continue supporting appropriate safety net mechanisms that address the needs of vulnerable groups in urban, and increasingly in rural, areas. The new Country Programme (CP) was to be fully integrated with that of the Government and sister United Nations agencies and would continue to make full use of VAM for better targeting of the poorest households. The CP's principal focus would continue to be on short-term employment, asset creation and training in income-generating activities for poor households using FFW activities; vulnerable group feeding (with emphasis on households affected by HIV/AIDS and school feeding in support of girls' education); disaster preparedness and mitigation; and vulnerability analysis and mapping.

Objectives of the Country Programme and its components

The CP has two long-term development goals and four related, lower level "principal objectives". The goals are:



- To improve the nutrition and quality of life of the most vulnerable people at critical times in their lives; and
- To help build assets and promote the self-reliance of poor people and communities.

It is assumed that these goals will be attained by actions to:

- a) Provide a safety net through short-term employment, asset creation and training in income-generating activities for poor households, especially women, using FFW activities;
- b) Improve food access through supplementary feeding of malnourished children and undernourished nursing mothers;
- c) Provide food assistance under both preventive and coping programmes, with the aim of mitigating the current and future impact of HIV/AIDS on household food security; and
- d) Assist the Government in maintaining an emergency response capacity for recurrent droughts and providing assistance to refugees.

The CP targets 457,210 beneficiaries through the utilisation of 57,203 tons of food for the 1998-2002 period, at a total cost (including direct operational costs-DOC, direct support costs-DSC and indirect costs) of US\$31.9 million. As noted above, three core activities (utilising just under 90% of total CP resources) and two supplementary activities are identified in the CP as the means through which WFP food aid may contribute to the attainment of the CP objectives. These are: Basic activity 1: Urban Food for Work (\$9,3 million-29% of the CP); Basic activity 2: Rural Food for Work (US\$2.9 million-9.1% of the CP); and Basic activity 3: Supplementary Feeding (US\$16.4 million-52% of the CP).

It was also envisaged in the CP that a contingency amount of US\$4 million might be required “to feed a possible influx of 80,000 refugees, given the political uncertainty in neighbouring countries”. Under Supplementary activity 1, a food aid facility/contingency reserve was envisaged with resources amounting to about 10% of the budget for the core activities (about US\$2.2 million). This was to support activities such as an “education for girls” project in Luapula Province and to fund contingency food aid programmes (including emergency relief) for disaster mitigation in drought-prone areas and/or in periods of drought.

Supplementary activity 2 was to provide technical assistance to the Disaster Preparedness Unit (subsequently the Disaster Mitigation and Management Unit-DMMU) in the Office of the Vice-President (OVP) and funding for a second phase of VAM activities for a) refinement of VAM methodology as a tool for disaster preparedness and development planning; b) integration of VAM into WFP-Zambia’s decision-making and programming; c) improved use of existing monitoring systems (agricultural prices, meteorological data, nutrition and health); and d) increased use of Global Information System (GIS) spatial analysis and mapping products. VAM and disaster mitigation and preparedness activities were estimated to cost \$200,000 each.

The two overall goals of the CP are clearly defined. They are also relevant to government development priorities and entirely consistent with WFP’s new FAAD policy. The three core activities are in effect two i.e. Food for Assets (FFA) in urban and rural areas and Supplementary Feeding (SF). Inasmuch as the former activity may target households that are also severely affected by HIV/AIDS, they are complementary, self-reinforcing, and appear



reasonably well integrated with relevant government development programmes at district and provincial level. It was intended that they should be based on a participatory approach at community level; they would thus also be of a nature to facilitate the concentration of WFP-assisted activities as well as being FAAD-compliant. Finally, they are relevant to the 2 principal long-term CP development objectives, generally well targeted on account of VAM and adhere closely to the WFP commitments to women.

Analytical Basis for the CP

The current CP and its constituent activities are largely based on the CSO, the UN Country Strategy Note and the VAM baseline analysis of 1996, which provides the basis for all social and geographic targeting at activity level. This has led to some geographic overlap in certain districts among the SF and FFA activities. There are no other planned common elements. There seems to be, however, a considerable degree of coherence.

The nature, scope and implementation modalities of the CP appear, on balance, to have been determined in relation to clearly defined technical and strategic objectives (creation of community and household assets for the food-insecure poor, human resource development and disaster mitigation).

Strategic orientation of the CP

The principal benefits expected to accrue from the country programming approach are fourfold:

- **Integration** of WFPs development activities with those of the government, other UN agencies within the UNDAF framework and other donor agencies;
- **Concentration** and better targeting of food aid towards the poorest regions and sections of the population, and better focusing of food aid resources on the most appropriate activities in the given socio-economic context;
- **Greater coherence and internal consistency** of programme activities through better co-ordination of WFP activities and increased internal and external linkages; and
- **Flexibility** permitting greater possibilities for re-orienting activities or resources to respond to changes in national or community priorities or to emergencies.

It is thus necessary to examine the Zambia CP in terms of its performance in these four areas.

Strategically, the core activities are linked (but not yet effectively integrated) in the sense that they are all complementary to the national development strategy. More specifically, they are all in line with the Poverty Reduction Strategy and relevant sector programmes. Geographically, they are linked through VAM targeting of the most vulnerable districts. The safety net supplementary feeding is further linked to the FFA activity in that short-term emergency expansion of these activities is a significant part of CP planned disaster response. In all projects an attempt was made to address the all-embracing issue of gender.

The mission observed that there was a high degree of coherence and internal consistency in the CP. This apparent complementarity is further supported by the possibility of rural and urban communities using FFA to build productive assets to improve household productivity and



income in the long term (wood lots, small-scale soil and water conservation, control and harvesting infrastructure, reinforcing river embankments and other flood control measures, shallow wells, etc) while protecting the environment and enhancing disaster preparedness and mitigation. The primary school curriculum would also be a good vehicle for messages of community organisation and nutrition, and gardens at schools and health centres could be an effective place to demonstrate and practise learned behaviours.

The mission found evidence of a deliberate bias in the CP towards concentration of food aid by sector (health, education and rural development-disaster mitigation), and by geographic area (to the most food insecure districts and disaster prone areas) and towards women. The mission noted, however, that concentration of CP resources could be further improved to provide a stronger focus on asset creation, human resource development and disaster mitigation, within the framework for geographic concentration provided by VAM.

Under the CP, the Country Director has the authority to move up to 10% of total CP resources between activities. Recent droughts and floods as well as the influx of refugees from neighbouring countries have demonstrated the usefulness of this provision.

However, differences between the food basket for development activities (maize meal with a short storage life of 4 months) and that for emergencies (maize grain with a storage life up to 2 years) have severely reduced flexibility in the use of CP resources in emergencies. Moreover, the scope for such flexibility is further constrained by current WFP budget and accounting procedures, which are still based on the individual activities and not on the CP itself. This severely hampers borrowing between activities and between the development and emergency portfolios.

The mission also observed that while there appeared to be strong and effective partnerships with certain government agencies and NGOs, those with other agencies appeared weaker (e.g. the Ministry of Education, bilateral donors and UN agencies) or where they did exist, somewhat uncertain in terms of the realisation of planned commitments (e.g. with UNFPA in the reproductive health training activity).

Thus, at present, the CP does not realise the full potential for programming linkages-integration between its core and supplementary activities or for linkages with the relevant national sector programmes. Indeed, the mission considers that the integration and internal consistency of CP activities in support of human resource development and asset creation and those under supplementary feeding and disaster mitigation could be further enhanced.

There is a strong rationale for building additional links between the SF, FFA, and disaster preparedness and mitigation activities within the most vulnerable districts. SF could provide nutritional training to households within a community-based approach on the cultivation, preparation and use of local food crops to provide foods with the same or greater nutritional content as HEPS. SF and FFA might also be used for double-targeted (by district and by most vulnerable group) short-term distribution of emergency food aid in the event of crop failure, as well as for the mitigation of the effects of drought and floods by appropriate soil and water conservation infrastructure works. SF and school feeding could be targeted at communities with high numbers of orphans from grandparent-headed or child-headed households in the framework of national HIV/AIDS programmes.



Bilateral donors were generally appreciative of the efficiency and effectiveness of WFP's activities, especially the disaster relief and refugee operations. However, they seemed not to be fully engaged with WFP's development agenda. On the other hand, within UNDAF, the mission noted that on disaster mitigation and management UNDP has been a strong partner, providing resources for technical support to the DMMU in this area; and there has been close collaboration with UNICEF in respect of girls' education. However, it is noteworthy that the lack of wider support from UNDAF or other development partners on FFA, SF and support for girls' education, severely reduces the exit strategy options inasmuch as it is unlikely for the foreseeable future that the government would be able to continue these activities without external support.

On the whole, therefore, the mission is led to conclude that the process of developing the first CP has resulted in a clear strategy and a coherent programme for WFP in Zambia. As the mission has already noted, the 2 basic activities that are currently operational are compatible with government policies and reasonably well integrated with them. Certainly, there was also a considerable sense of "ownership" on the part of government at national level, although this appeared weaker at district level. It was quite clear to the mission that the counterpart ministries were real partners in the planning and implementation of WFP-assisted activities.

However, this appeared not to be so in respect of the 2 activities that have not yet commenced operations-rural food for assets and girls' education, where there seems to have been a failure of communications among the relevant ministries and between them and WFP. As a result, neither the design nor the implementation modalities of these activities has been finalised.

The role and utilisation of food aid

There is still a role for food aid in Zambia because of the continued existence of household food insecurity, which is exacerbated by HIV/AIDS, gender inequality, increasing numbers of refugees and rising poverty. There are three types of programme modalities in the current CP: community-based food for assets, training in income generating activities and disaster mitigation and preparedness; supplementary feeding; and school feeding targeted at girls. The role for food aid implicit therein appears to be three fold: to enable poor households to invest time and resources in improving their economic situation; to improve human resource development through better nutrition; and to strengthen coping mechanisms in the face of adverse economic shocks and natural disasters.

The role for food aid implicit in the current CP, as outlined above, is consistent with the following FAAD priorities: 1) Enable young children and expectant mothers to meet their special nutritional and nutrition-related health needs; 2) Enable poor households to invest in human capital through education and training; 3) Make it possible for poor families to gain and preserve assets; and 4) Mitigate the effects of natural disasters, in areas vulnerable to recurring crises of this kind. Insofar as the FFA programmes include actions in support of the creation or rehabilitation of directly productive assets controlled and/or managed by communities and/or households, WFP food assistance is clearly relevant and appropriate. The effectiveness of the approach will, however, depend on the availability of complementary resources in support of the training and community and household empowerment activities as well as the extent and effectiveness of co-ordination and integration among related government programmes in this area.



4. SYSTEMS AND PROCEDURES SUPPORTING THE CP

Decentralisation and delegation of authority

The country programme approach was introduced while WFP was embarking on a process of decentralisation. This entailed the creation of regional offices and the delegation to them and to the country offices of the responsibilities for programme and project preparation and approval, formerly exercised by WFP HQ in Rome. This was expected to enhance the flexibility of the Country Director (CD) in developing and negotiating country programmes and making shifts in resources when appropriate. However, the process has been protracted and there are still grey areas and differing interpretations about procedures and the precise extent of the delegated authority, particularly in the area of budget and finance.

Budget preparation is co-ordinated with the RO (preparation of CO budgets and RO and CO work plans is done jointly with the RO). Regional meetings are held at least 3 times per year (the matter of country programming procedures was addressed in a regional meeting held in June 1998) and the RO makes a concerted effort to keep COs informed and to provide regional training, etc. Thus, although supporting systems and clear procedures were not in place for the preparation of the first CP, the situation has now improved, there are frequent regional meetings and consultations and the Programme Design Manual is also now available through the internet and on CD-ROM.

A further limitation of the CD's delegated authority that also constrains his ability to shift resources between portfolios and among activities is constituted by the proposed introduction of the new SAP financial procedure under which all payment authorisations are to be done from Rome. This will directly affect programme flexibility by rendering even more difficult, complicated and protracted the procedures for internal borrowings that are an important field programme management activity in order to respond rapidly to urgent and unplanned food needs. Current experience shows that, once call forward is made, response by WFP HQ has tended to be slow in respect of internal borrowing between programmes and activities.

Recommendations:

- The regional programme adviser's office should be strengthened as a matter of urgent necessity.
- The RO should be equipped with the funds and expertise to organise regular programming workshops in a region where development is a principal activity.
- The respective areas of responsibility of the WFP HQ and regional/country offices should be more precisely defined with regard to programme development and monitoring and evaluation, supported by clearer rules of procedure;
- Budget and accounting procedures should be revisited so as to ensure the flexibility in resource allocation that the CP was intended to provide.

Guidelines, Directives, Policies

One of the main principles of the organisational change strategy is that WFP must change fundamentally how it works, particularly in terms of how development work is carried out. Country offices were asked to undertake the first generation of CPs before the supporting



systems/policies/ guidelines were put in place. The Zambia CP (1998–2002) was one of the first to be developed under the constraint constituted at the time by the absence of policy and programme development guidelines to support the CP development process. Since then, some of these have been provided: Resources and Long-term Financing Policy (1999); Enabling Development policy-FAAD (1999); Programme Design Manual (PDM, 2000); Disaster Mitigation Policy (2000).

On the procedural side, and in the absence of the PDM, there has been a series of informal “guiding” emails from HQ and the RO. These have sometimes been in conflict and have thus left the CO in doubt as to the correct procedure to be followed. A case in point has been the scope, nature and timing of appraisal/evaluation in the project preparation process, which appears to be within the purview of the CD, subject to technical clearance by the RO. However, the minimal effective guidance to the CO on systems and procedures for implementation, monitoring and evaluation of the CP and its activities has resulted in certain oversights, such as the absence of a formal CP agreement and confusion over the institutional arrangements for the management of the CP and the respective roles, functions and responsibilities of the government, WFP and other relevant development partners therein.

Recommendations:

- There is a need for a precise definition of the respective areas of responsibility of the WFP HQ, ROs and COs and clear guidelines and rules of procedure.
- There should be a formal CP agreement between GRZ and WFP outlining the institutional arrangements for the oversight and management of the CP, for the design and preparation of the basic activities as well as the modalities for their implementation and coordination within the CP and with relevant programmes carried out by other ministries and development partners.

Budgets and financial resources

On the whole, there appears to be some confusion over budget and finance matters and this has hindered the management and implementation of the CP. Moreover, as noted above, the scope for flexibility in the allocation of resources (shifts between activities within the CP and between the development and emergency portfolios) is further constrained by current budget and accounting procedures that are still based on individual activities and not on the CP itself.

In addition, a serious constraint on WFP’s ability to carry out development activities efficiently and effectively is constituted by the methodology followed in the calculation and allocation of direct support costs (DSC). Food by itself can indeed be an investment resource; but to be used effectively to promote development, it must be combined with other inputs (human, material, financial and technical know-how). This is less so in emergencies, where the overriding consideration is speed, food has the sole purpose of satisfying hunger and is not also a means to an end i.e. a sustainable improvement in food security through development.

In the original CP for Zambia, the full estimated costs of staffing, technical support, non-food items and other complementary resources required for implementation of all the CP activities were set out in detail and approved by the Executive Board. Since the introduction of WFP’s current methodology of calculating DSC based on the tonnage of food moved, the CP operating budget has been capped and the original estimates have not been respected. This has resulted in



serious shortfalls in the human and material resources required with detrimental effects on their efficiency and effectiveness.

This is so because there is no direct correlation between the quantity of the supporting inputs that may be required and the “amount of food moved”; thus the current budgeting system constrains the capability of the CO to prepare and manage development activities. The mission recognises that this may well be an appropriate way to calculate DSC for emergencies. It acts, however, as a serious impediment for development assistance and indeed as a disincentive to staff, to the extent that such activities require the investment of considerable time and effort for which adequate budgetary resources are not provided. Moreover, in practice, there seem now to be no resources earmarked within the CP budget for funding the planning process (for the next CSO and CP) or for the technical review and evaluation of the CP and its constituent activities.

Finally, as noted above, differences between the food basket for development activities and that for emergencies have severely reduced flexibility in the use of CP resources in emergencies and refugees operations. Thus borrowing from the development portfolio for refugee operations has tended to reduce food availability for CP activities. This is so because of the different levels of ITSH reimbursement now applicable (50% for CP activities and 100% for emergencies) and budget and accounting procedures that are still tied to individual activities and not to the CP itself. These elements act as a disincentive to the CO to integrate development and emergency activities; they also give rise to long delays in reimbursement. This situation is further aggravated by the curtailment of effective delegated authority flowing from the requirement that all payment authorisations must be done in HQ. Greater complementarity between the food baskets for development and emergency activities as well as more appropriate budget procedures would enhance flexibility in the management of the CP.

Recommendations:

- A more appropriate method for determining DSC for development activities should be found. In addition, COs need to be kept regularly informed of the various funding sources available at HQ that could be used to finance complementary activities or other technical support for which funding is not provided in the CP or in their operating budgets.
- The two food baskets should be reviewed with a view to making them more complementary.
- Financial procedures should be revised to bring them in line with the CP approach.

Internal transport, storage and handling (ITSH)

In respect of ITSH, Zambia currently qualifies for 50% reimbursement. But its current socio-economic conditions and fiscal constraints (now operating on a cash budget under an IMF agreement) severely reduce its ability to meet ITSH costs. Zambia has recently been included by FAO in the list of low-income, food deficit countries (LIFDC), and has now become eligible for 50% debt relief under HIPC. Thus, Zambia’s current classification no longer corresponds to its socio-economic position and fiscal resource availability.

In addition, current ITSH guidelines appear to underestimate the cost of distribution between EDPs and FDPs; thus the real costs of ITSH may no longer be accurately represented in the present ITSH matrix. This is reflected in the problems currently encountered in ensuring timely and cost-effective food delivery to the FDPs. Also the FPMU appears to be insufficiently conversant with the requirements for ITSH reimbursement. Finally, in light of the government’s



market liberalisation policy, food distribution and storage may no longer be appropriate functions for public sector implementation.

Another constraint, as noted earlier, is constituted by the difference in food baskets (particularly with regard to maize), and levels of ITSH reimbursement. Maize is provided in the form of grain for EMOP and as flour for CP activities. This creates a problem when reversals have to be made from relief activities to the CP, due to the difference in prices (grain being cheaper) and the fact that milling costs are not provided for under EMOP. Thus reimbursements cannot easily be made on time and if large quantities are borrowed, the ITSH may be insufficient to cover the cost of food distribution. Also food utilisation has been higher for relief activities compared to development as evident from the figures for the period 1998/1999: PRO 37%; EMOPS 35%; and Development Activities 28%. This means that, at the time of the evaluation, about 70% of resources under the CP were being utilised on loan for emergency-related activities.

Recommendations:

- The ITSH guidelines should be reviewed and FPMU staff should be given training in ITSH requirements, especially logistics planning and reimbursement conditions;
- Consideration should be given to raising the level of ITSH reimbursement to 100% and to incorporating maize grain instead of maize meal in the development food basket; if this shift were to be agreed by communities, there would be a need to facilitate small-scale maize milling at community level as in the refugee camps;
- WFP and GRZ should agree on the right strategy for food distribution to FDPs;
- Specific modalities should be worked out for each district and WFP-assisted activity prior to the beginning of the next CP.

Human resources

It is clear that certain core functions are required for planning and implementing development programmes (e.g. administration/finance, logistics, M&E, gender, VAM, possibly others). To fulfil the expectations laid out in the Enabling Development policy and ensure that COs are equipped to carry out development activities properly as well as emergencies and protracted refugee operations, the staff complement and profile, and the logistic resources must be appropriate for these tasks together with adequate budgeting and financial flexibility.

In the case of Zambia, two programme officer posts (one international and one national) are provided for the design, implementation and monitoring of this large and complex programme. As a supplement, JPOs and other short-term consultants are provided on an ad hoc basis. These are assigned major programme responsibilities, including resource allocation and monitoring, for which they often do not possess adequate and appropriate training and experience. On the other hand, substantial investment in their training may not be justified due to their transitory status. In addition, the CO lacks a sufficient complement of qualified and experienced administrative/financial staff. Indeed, the absence on study leave of the administrative/finance officer has had negative effects on the quality and timeliness of budget and finance data.

The new programming approach has challenges for WFP in terms of staff levels and skills for programme design, implementation and financial management and providing support to national counterparts. This is all the more critical in the case of Zambia where government institutions are overstretched because of reduced staff levels and high rates of attrition due to low remuneration, retrenchment and HIV/AIDS. This places an additional burden on the staff of the



CO, which appears not to be taken into account in the prevailing assumptions on which WFP/CO staffing levels and staff profiles are based.

Given the size and complexity of the programme as well as the need for continuing dialogue and joint programming and co-ordination with government counterpart institutions (including technical and administrative support), UNDAF partners, bilateral donor agencies, NGOs and communities, a certain minimum degree of continuity (institutional memory) in programme management is essential. It seems clear that this condition is not ensured by the current WFP institutional arrangements.

Recommendation:

- The mission considers that the minimum core staffing of the CO, apart from the Country Director and his deputy, should include at least one staff position each for VAM/M&E, administration, finance, logistics, reports and each programme activity.

The mission considers that this issue merits close attention by WFP/HQ. A necessary condition for the successful preparation and management of WFP country programmes is the presence in the CO of personnel in sufficient numbers and with suitable training and experience. To this end, it would seem imperative that COs should be given the minimum fixed core staffing required (both national and international) for the effective management of development activities and emergency operations, irrespective of the planned (or realised) annual food tonnage. WFP should also attempt to arrive at a suitable formula for determining those posts (programme and support staff), the numbers of which would vary with the size, complexity and geographic coverage of the programme.

Recommendations:

WFP should urgently review the issue of staffing and implementation modalities with a view to providing:

- The minimum fixed core staffing required (both national and international) for effective programme management, irrespective of the planned (or realised) annual food tonnage, based on the scope and nature of the programme needs and national institutional capacity;
- A suitable formula for determining those programme and support staff posts (functions, responsibilities and job descriptions), the numbers of which would vary with the size, complexity and geographic coverage of the programme; and
- The appropriate staff profiles (qualifications and experience) and internal organisational structure of the Programme Unit.
- For **decentralisation/delegation of authority** to be effective, WFP field offices must be consulted and informed before staffing decisions are made.

Monitoring and evaluation

The CSO and CP documents clearly recognise the need for indicators that would not only facilitate the monitoring of food logistics and accountability for inputs and quantitative aspects of the CP but also its qualitative and development impact. To this effect, the CP made explicit provision for the development of an appropriate M&E system. However, there are certain shortcomings in the current arrangements for managing and co-ordinating the M&E activities and this problem is more evident at the programme activity level. Other areas of concern relate to the indicators used, which focus on work outputs from infrastructure construction and quantities of food received and distributed.



The mission observed, therefore, that a gap still exists in terms of reporting and monitoring progress on the effects and impact of activities and there has been as yet no systematic monitoring of the CP. Also baseline surveys have not been conducted for each activity (except UFFA), although mid-term evaluations and technical reviews have been carried out. In addition, goals, objectives, activities and assumptions are often not well articulated. It has thus been difficult for activity managers to select practical, key performance indicators on which to report.

Conscious of the weakness on the monitoring side, the CO has enlisted the help of two external consultants in developing and installing a new M&E system incorporating objectively measurable indicators of effects and impact (with clear guidelines on process and reporting forms in a new revised format). The new M&E system appears practical, incorporating gender considerations and responding to the need to measure work outputs and their quality, quantities of food received and distributed as well as the impact of the activities in relation to objectives. It will now be necessary to facilitate skills acquisition by development partners and programme execution and management staff at all levels (and, in particular, the FPMU) in the operation of the system and the use of the results to enhance implementation.

Each implementing agency needs to maintain an M&E system tailored to its particular requirements in support of programme planning and implementation. It is thus likely that the needs of WFP and its development partners may differ in this respect. Thus a single, uniform and centralised M&E system may not be appropriate. However, given the role and functions of the FPMU as the secretariat to the body responsible for the oversight and management of the CP, it would appear to be desirable, in support of its responsibilities for programme co-ordination at working level as well as for the provision of data to IMCC as a basis for informed decisions, that it maintain its own data bank based on information generated from all the CP activities.

Recommendation:

- CP executing and implementing agencies should have collective responsibility for establishing an effective M&E system for which WFP should provide support and guidance. Reporting needs of all the agencies involved should be harmonised and synchronised to avoid over-burdening the already over stretched implementing units;
- M&E and reporting systems, including formats, frequencies and channels of communication, should be clearly outlined in the CP and activity documents.

Gender

Considerable efforts were made to address gender issues in the design of the CP. However, it appears that in some cases, the decisions taken had effects opposite to those sought and, indeed, may have resulted perversely in compounding gender inequalities and adding burdens to women instead of reducing them. For example, the “self targeting” phrase applied under the FFA activities to the effect that women should automatically comprise the majority of willing participants seems in practice not to have been positive (while men are often not willing to participate in FFA activities unless paid in cash). This is so because women participate not only for their own benefit, but also for that of their children and even male household members,



including spouses. This situation is all the more onerous as they are still expected to attend to domestic and reproductive duties at home, besides working in the programme.

In the absence of gender analysis to establish the coping levels of women under the current labour intensive FFA activities, it would be difficult to conclude that the activities are very beneficial to them. They could well be increasing their burdens. Other considerations relate to the labour intensive and harsh environmental conditions (sun, rain, wind, dust and solid waste) and the fact that most of the work is carried out without protective clothing. In addition, women have to do strenuous work with yet another strain in the form of babies on their backs.

A major omission in CP design was the failure to involve the Gender in Development Division (GIDD), which is the national institution for advice on and co-ordination of gender and development policy and activities. Similarly, there is no evidence of involvement in the design process of other organisations with gender skills such as the Gender Studies Department of the University of Zambia and women NGOs. The result is reflected in gender gaps in most of the activity documents, e.g. women not participating in determining priorities and needs or in the management of resources provided by the programme. This has tended to reduce the benefits accruing to women from CP activities.

Recommendation:

- In the design of future Country Programmes, GIDD and/or women NGOs or other gender specialists should be brought in to address gender issues and concerns appropriately and to enhance the benefits to women and men from CP initiatives in line with Government and WFP gender policy objectives.

Vulnerability analysis and mapping (VAM)

The CP includes a supplementary activity of providing “additional assistance to the Government as WFP-Zambia strengthens its own capacity” for VAM. The objective was to contribute to the establishment of an effective Disaster Management and Mitigation Unit (DMMU) for disaster preparedness and response by strengthening staff capacity in the integration and use of VAM and other risk information for decision making, contingency planning and preparation of action plans through local training and consultancies. This was to be done in close collaboration with four main institutions: the Early Warning Unit of the MAFF (NEWU), the Zambia Meteorological Department, the Food, Health and Nutrition Information System (FHANIS), and the USAID Famine Early Warning System (FEWS).

The activity was aimed at providing a VAM database and methodology and internal institutional capability for vulnerability assessment and mapping to the DMMU of the Office of the Vice-President as well as to WFP/Zambia. The activities envisaged to this end were:

- Updating of 1996 data and extension of the analysis from the district to the household level;
- Refinement of VAM methodology as a tool for disaster preparedness and development planning;
- Integration of VAM into WFP-Zambia's decision-making and programmes;
- Improved use of existing monitoring systems (agricultural prices, meteorological data, nutrition and health); and
- Increased use of Global Information System (GIS) spatial analysis and mapping products.



VAM is the major geographic targeting tool for the CP and has been used in the design of individual activities to select priority districts. The overall goal of VAM is to transform raw data into information of use to analysts and policy makers concerned with food insecurity in Zambia. It helps determine where the vulnerable are located, the degree of their vulnerability, its causes and potential responses. VAM information is thus highly relevant to the CP. It should be noted, however, that the VAM unit is a user of secondary data and the quality of its output is therefore directly related to the quality and reliability of the primary data. It is also part of a multi-institutional grouping under the VAM Steering Committee (FEWS, NEWU and DMMU).

These co-operating institutions are also involved in a number of other food security monitoring systems with different objectives, and some produce their own vulnerability assessment reports.

Two database management systems (DMS) have been established simultaneously by WFP Zambia. But no attempt has yet been made to establish commonality between the systems, which would in turn enhance their future use. Clearly the needs and priorities of WFP and DMMU in this area are not necessarily the same; the former being concerned with long-term trends in household food insecurity and the identification of areas and socio-economic groups that are most affected thereby (chronic vulnerability), while the latter is concerned with a broader spectrum of vulnerability with a shorter time horizon (transitory vulnerability). Thus the WFP VAM Unit will be mainly focussed on the provision of data in support of programming decisions. Even so, there is likely to be considerable overlap of interests and data needs. The effectiveness of the database systems would therefore be maximised if they had a common architecture and the same data entry system to ensure efficiency of operations and less chance of differences occurring in the databases and their generated products.

It appears to the mission that, within existing data constraints, the VAM analysis and targeting are generally satisfactory. However, the current dispersion of responsibility for this activity among institutions (donor agencies) outside of government does not ensure sustainability. Also the current arrangements for co-ordinating VAM could be more clearly defined and focused. Given the consensus on the need for VAM, it is expedient that GRZ and other stakeholders agree on a suitable home for it. In light of its comparative advantage in VAM, the mission considers that it may fall to WFP to orchestrate a more co-ordinated donor and GRZ effort to meet food security information needs.

The mission noted that data gathered by the VAM Unit is integrated into the planning process of WFP-assisted activities to ensure that they are targeted to the most food insecure areas. But assessment of poverty profiles and food insecurity is done at district level, while the M&E unit's assessment is carried out at household level. The mission considers that harmonisation of the respective databases would enhance the relevance and effectiveness of the two activities in support of the CP. To this end, it would be opportune also to strengthen the currently weak linkages between the VAM and M&E units, which now function as two separate units in the WFP/CO. Finally, the usefulness of VAM would be further enhanced by the inclusion of other socio-economic indicators, especially on HIV/AIDS and gender, and the carrying out of annual updates of transitory vulnerability.

Geographic targeting to the district level based on VAM analysis is an explicit part of the CP, and is applied in the UFFA and SF activities. Targeting below the district level, to communities and households, has not been focused upon. However, food insecure districts may contain large variations in food insecurity levels and pockets of acute poverty. Moreover, research from other



countries has shown that great enhancements in efficiency can be achieved by focusing on sub-district level targeting. VAM will be able to provide a greater degree of disaggregation in the near future due to improved data availability based on regularly updated food economy zoning and an improved communication network (RANET project) with farmers in the rural areas.

Finally the mission noted that there was a high rate of staff turnover in the VAM Unit. This is of some concern, as it has caused disruption in information availability considering the needs for planning information particularly in view of the requirement that the WFP supported programme activities should focus on both development and relief.

Recommendations:

- The VAM Unit and DMMU should cooperate to integrate methodologies and data bases into one common system to the extent possible;
- The M&E and VAM units should be mutually dependant and reinforcing;
- Geographic targeting for the next CP should be based on an updated analysis of chronic vulnerability. The VAM Unit should also seek further to improve its accuracy by narrowing its focus down to the household or community level;
- The VAM unit, in collaboration with DMMU and the VA working group, should conduct an updated analysis of chronic vulnerability as soon as possible. This assessment should be based on a detailed analysis of disaster risk combined with a baseline analysis of the capacity of households to cope with the effects of disasters;
- WFP should establish stable conditions of service for the post of VAM Officer.

5. FACTORS IN THE EFFECTIVENESS OF THE CP

National government involvement and support

The Zambia Country Programme has evolved from the experience of several years of WFP activity in Zambia. In addition to periodic general reviews, a management review and a thematic evaluation were conducted in 1996; these confirmed the positive role of WFP in providing a safety net for vulnerable groups, especially in urban areas. The formulation of the CP was a participatory process, carried out under the leadership of a Task Force that comprised key stakeholders and was chaired by the Ministry of Finance and Economic Development (MOFED), which is responsible for co-ordinating development assistance.

The Task Force defined the programme components as well as implementation and co-ordination arrangements, in addition to making proposals for financing mechanisms. A workshop was held involving representatives of Government, other UN agencies, bilateral donors, community-based organisations and NGOs. Further consultations were held during the formulation of the individual CP activity documents. VAM data formed the basis for identifying beneficiary groups, regions to be covered and types of assistance to be provided. A WFP/Inter-agency mission (including ILO, FAO and WHO) appraised the proposed country programme in February/March 1997 and provided further inputs for targeting.

The mission found that the CP, which was based on a well articulated CSO, was relevant to nationally felt needs and in line with national policies and plans for addressing problems of poverty, hunger, nutrition and health, community infrastructure and environment improvement



as well as disaster management, while meeting national gender objectives. These policies and plans included the Public Welfare Assistance Scheme and NPRAP (then under preparation) that sought to address poverty through cross cutting strategies. Others were the National Health Reforms that sought to promote health by focusing on primary health care or preventive services; the Housing Policy that sought *inter alia*, to promote habitable and healthy peri-urban settlements; and the Strategic Plan for the Advancement of Women which sought to promote the status of women and girls (the National Gender Policy has since been approved).

The CP also identified in detail the resource requirements for programme implementation with a strong cost-sharing element by Government. There were also indications of willingness (largely realised) by various development partners, both bilateral and multilateral, to provide co-funding for certain activities. The CP document makes reference, albeit in general terms, to staffing levels and capacity development needs of implementing partners and WFP for implementing the CP.

It was thus clear to the mission that there was close GRZ ownership of and involvement in the planning and preparation of the CP and its constituent activities. At the same time, involvement of bilateral and multilateral partners in the preparation and implementation of WFP-assisted activities appears to be quite substantial. However, as noted above, the CP agreement referred to in the CP document has not been signed, nor have the institutional arrangements envisaged been put in place.

A positive aspect of the CP is the fact that it is predicated on substantial cost sharing of resource requirements between the Government and WFP. However, the mission observed that WFP has allocated inadequate resources for capacity building to support programme execution e.g. for training counterpart personnel in implementing and executing institutions. The need for such capacity building cannot be over emphasised in light of the novelty of the programme approach, and the changes in work practices, implementation modalities and procedures required on both sides to make it work properly. Of particular importance is the development of skills for building synergies within and across the CP with other complementary development initiatives as well as new financial and administrative procedures, logistics and M&E.

Institutional arrangements for CP oversight and management

In the CP, it is stipulated that a Country Programme Advisory Committee (CPAC) will be established under the chairmanship of the Minister of Finance (or his/her nominee), and that it will meet twice yearly to consider policy issues and monitor CP implementation. It was envisaged that membership of the CPAC would include programme executing departments, the UN Resident Coordinator and the WFP Country Director. It was also agreed that, at the operational level, a WFP Project Coordinators' Forum (PCF) would be held every quarter under the joint chairmanship of the WFP/CD and the Deputy Minister of Finance (or the PS, MOFED) to discuss operational issues. In the event, neither of these bodies has been set up.

An Inter Ministerial Co-ordinating Committee (IMCC) has been established under the chairmanship of the Ministry of Community Development and Social Services (MCDSS), which had been given, at that time, lead responsibility for the implementation of the Poverty Reduction Strategy. The IMCC is an internal government mechanism on which WFP sits only by invitation. In practice, this has meant that the WFP/CD, representative of the main partner to the CP and accountable for the resources provided therein, is not a participant by right in the



deliberations of the decision-making and co-ordinating organ of the CP. This has clearly led to shortcomings and ineffectiveness in the allocation and management of CP resources, as is noted below.

The mission noted that an Organigramme had been developed describing the organisational framework for CP implementation. Recent experience would appear to indicate, however, that the respective roles, functions and responsibilities of the various co-operating institutions as well as the lines of authority and channels of communication have not been sufficiently elucidated in that document. This has given rise to differences in interpretation and understanding of roles and the **locus of responsibilities for programme co-ordination** and execution as well as activity implementation on the part of the various partners. In some instances, key participating institutions have been omitted; in others, inappropriate institutions are designated as executing agencies. The mission also noted that under the current institutional arrangements, attendance at the IMCC has tended to be erratic and certain ministries have been disinclined to participate at all.

This confused situation has resulted in certain key functions (especially co-ordination of activity formulation and implementation as well as reporting on programme management) being performed inadequately or not at all. Thus more than halfway through the CP period, a substantial proportion of the resources earmarked has not yet been committed or drawn down and the efficiency and effectiveness of co-ordination and management of on-going activities have been impaired.

The mission observed that some partners appeared to perceive the MCDSS as the **executing agency** for the whole CP. However, in the Organigramme, the MCDSS is designated as the **co-ordinating ministry** for the entire CP, with its direct executive responsibility limited to the Food Programme Management Unit (FPMU). The MCDSS is also referred to, along with other ministries, as an executing agency for CP activities. The Organigramme, however, fails to specify which ministry would execute which activity. An effect of this confusion is that the MCDSS and the FPMU have appeared inefficient or unable to perform their functions adequately. This has led in turn to a certain degree of malaise and dissatisfaction among the personnel concerned within the MCDSS/FPMU on the one hand and the other participants in the CP on the other.

The mission considers that these shortcomings are attributable to the fact that there is an **institutional vacuum** below the IMCC, in that no effective mechanism exists at working level for the preparation of integrated proposals for activity formulation and implementation by all stakeholders or for the transmission of the decisions and instructions of the IMCC to the implementing agencies, both within and outside of government. As a result, there appears to be a somewhat constricted flow of information filtering from the operational level up to the decision making level and vice-versa. This has also contributed to there being less than optimal integration of and linkages between and among CP activities, since technical personnel involved in implementation are not well informed about other programme activities and the decisions of the IMCC. This situation has thus prevented the realisation of the full benefits of integration and the synergies expected to accrue from the programme approach.

The FPMU was expected to provide the linkages and co-ordination required. Unfortunately, it appears to have taken a somewhat restrictive view of its functions and has confined its activities to the management of food logistics. Even so, the mission is of the opinion that the existence of



the FPMU does not obviate the need for an institutional co-ordinating mechanism comprising representatives of implementing technical agencies, through which information and technical advice could be exchanged and proposals and recommendations for enhancing implementation could be formulated for transmission to the decision making committee at policy level. In this context, the FPMU would function as the secretariat of the two bodies. Finally, the mission noted that the FPMU at present seems to operate in isolation within the MCDSS whereas, in fact, it should work very closely with other departments to create linkages between the CP and the other development and welfare activities of the ministry.

Recommendations:

- The CP Advisory Committee envisaged in the CP document should be established. On it should sit representatives of the government, WFP and other development partners providing resources in support of CP activities.
- The locus of responsibility for programme co-ordination should be reviewed. It may be opportune to revert to the arrangements originally envisaged, which gave co-ordinating responsibility to MOFED.
- Under CPAC, a Technical sub-committee should have responsibility for the design, implementation arrangements, monitoring and evaluation of CP activities as well as their integration in national development programmes.
- The FPMU should provide the secretariat of both bodies, with responsibility for co-ordinating the integration of CP activities within MCDSS and among the participating agencies, reporting on CP implementation and food logistics as well as managing the two-way flow of information at all levels.
- The respective functions and responsibilities of the various participating agencies should be clearly defined, agreed upon and spelt out together with systematic linkages so that all parties to the CP understand their roles and tasks and those of others.
- Activity level implementation, execution and co-ordination arrangements should tie into the national level or overall CP arrangements for coherence and synergy.
- Training should be provided for counterpart personnel in the changed work practices and implementation modalities arising out of the CP approach.

Integration into CCA/UNDAF

The mission observed that the preparation of the CSO and CP had been carried out in the context of the UN reform process, which introduced the programme approach within and across agencies. Thus the CSO and CP drew on the CSN and the Situation Analysis document that was a joint product of the UNCT in Zambia. The CP also makes provision for resources (US\$4 million) for refugee operations on a contingency basis. This has greatly facilitated the rapidity and effectiveness of WFP response to the influx of refugees from neighbouring countries over the recent past. There is widespread consensus within the donor community that the PROs are well managed and that the rapidity of WFP's response was entirely due to the existence of its development activities. There is a current caseload of almost 100,000 refugees and operations are carried out with funding from several bilateral donors and, recently, technical support from FAO.



Partnerships

The CP was born out of close consultations between Government, and civil society organisations on one hand and WFP on the other, with strong involvement of other UN agencies and donors in the process. Indeed, it is noteworthy that the UFFA incorporates collaborative inputs from UNFPA in the form of reproductive health skills for participants and UNDP funding for technical assistance. Funding for the DMMU was also made available on a cost-sharing basis with UNDP. For the Girls' Education activity, WFP sought the collaboration of UNICEF, UNFPA and FAO. In addition to soliciting collaboration with other UN agencies, WFP also worked to seek opportunities for enhancing the CP with bilateral donors such as the Governments of Italy and Canada for the UFFA as well as with USAID for complementing VAM activities.

The two ongoing core activities (see Chapter 6) are carried out in collaboration with and support from other UN agencies and, to a lesser extent, the bilateral donors. In essence, there is adequate involvement of most stakeholders (line ministries and district authorities, with the exception of the Ministry of Education) in the formulation and implementation of WFP-assisted activities. However, the commitment of bilateral agencies and major NGOs appears so far to have been limited, resulting in irregular availability of non-food items and other complementary resources essential for the effective implementation of WFP-assisted development activities.

This situation highlights a major challenge for WFP in obtaining the full and lasting commitment of government and its principal development partners for shifting the focus of food assistance from emergency to development activities (i.e. in line with the FAAD policy) in support of the poorest households, and to improvements in food security and the nutritional status of this population group. Many Zambians and potential WFP development partners continue to see relief activities, nutrition-related programmes and the creation of public assets as the major fields for the use of food aid. Considerable advocacy is required to get wider support for using food aid as an instrument for helping the poorest not just to have employment today, but also to build their own assets for tomorrow. This underlines the need for WFP/HQ to provide WFP/Zambia with adequate human resources for this purpose. The mission is convinced that the lack of attention paid by certain ministries to the CP, as noted above, arises out of their perception of the limited usefulness of food aid in their programmes. It is thus important that government adopts a food aid policy giving recognition to the role and modalities of food aid in the process of poverty reduction.

Current activities and compatibility with the FAAD policy

The mission found that CP design and, in particular, the two core activities, substantially meet the FAAD guidelines. Although the UFFA and SF activities were underway or planned before the FAAD policy was approved, they both rate high on many of its criteria. The areas covered by the CP can be clearly identified with four of the FAAD objectives:

- Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs (*addressed through the SF activity, which was also innovative in that it enabled the targeting of HIV/AIDS affected households through the proxy of orphans and TB patients*).
- Enable poor households to invest in human capital through education and training (*addressed by the skills components of UFFA and the Food Fund Facility*).



- Make it possible for poor families to gain and preserve assets (*addressed by the UFFA, RFFA and Food Fund Facility*)
- Mitigate the effects of natural disasters in areas vulnerable to recurring crises (*addressed by the Disaster Management and Mitigation activity and VAM*).

The CP as well as WFP's new FAAD policy emphasises the need for strong community participation in the formulation of WFP-assisted activities. However, the mission found that inadequate consultation with beneficiaries in the UFFA activity had resulted in the selection of activities they considered inappropriate or of low priority. There are perhaps sound reasons for the choices made by government in respect of squatter settlements to be regularised. They have not, however, been explained to the participants. Moreover, as noted above, despite the efforts made to address gender issues in the design of the CP, in some cases, the choices made may have had effects opposite to those expected.

It is clear that in order to avoid disaffection among the communities assisted and to ensure their whole-hearted support for the management, repair and maintenance of the assets created, they need to be mobilised and consulted as well as being helped to put in place appropriate institutional mechanisms for the tasks selected. This would appear to be squarely within the remit of the MCDSS. The fact that it is not being done appears to indicate a breakdown of communication between the FPMU and other departments within the MCDSS. The mission is of the opinion that it is imperative to find ways and means of promoting community participation in activity preparation and execution and reconciling community needs and aspirations at district level. It appears that this will require *inter alia* a revision of the role and functions of the FPMU and measures to reduce its apparent tendency to work in isolation from other development partners both within and outside of MCDSS and to confine its role to logistics management.

As the analysis in Chapter 5 shows, the new programme approach holds challenges for WFP in terms of staff levels and skills for programming and technical support to national counterparts. At present, it appears to the mission that on both sides there has been substantial under-estimation of the resources required for developing the technical and managerial capacity of staff responsible for programme delivery and management in national institutions and in the WFP/CO. It must be recognised that resources are needed not only for providing material inputs for programme implementation, but also for programme management if positive outputs, effects and impact are to be achieved.

Recommendations:

- For the next CP an assessment should be made of the skills required for programme design, management and execution.
- Counterpart personnel should be informed about WFP policies and programme, budgetary and administrative guidelines and procedures.
- Future CP formulation should seek to build on the approaches followed here in arriving at goals and objectives; but consultation of and participation by beneficiaries should permeate the formulation of activities as well as their implementation.
- There should be adequate analysis and consideration of gender issues.



6. CONTRIBUTION OF ACTIVITIES TO CP OBJECTIVES

Basic Activity One: Urban Food-for Assets (UFFA)

This pre-existing activity focuses on the enhancement of food security through food for work activities for a period of six months per participant. It targets 50,000 low-income urban beneficiaries (90% women) in unplanned urban settlements in 14 urban districts and offers a social safety net for low-income urban residents. Activities have been designed to facilitate and support the process of legalisation and upgrading of unplanned settlements. The programme incorporates vocational skills and entrepreneurship training, functional literacy and family life education, including basic hygiene and reproductive health. The establishment of micro-credit schemes under the auspices of existing micro-credit institutions has been added recently to increase participants' access to income and employment opportunities. It is an integral part of the phasing out strategy, though not in the original design.

In addition to WFP and government contributions of US\$9.3 million and US\$4 million respectively, a total of US \$676,705 was committed by Canada (US\$616,705), Italy (US\$15,000) and UNFPA (US\$45,000). The activity would continue to be implemented by an NGO-Programme for Urban Self-help (PUSH), in collaboration with District Councils under the general supervision of MCDSS.

The mission considered that the UFFA activity appeared an appropriate strategy for responding to the identified needs of urban vulnerable groups. Indeed, agreement on the strategy was based on consultation with government agencies, PUSH, VAM and the lessons learnt from the previous project ZAM/00/4756. However, certain shortcomings in activity design and the institutional arrangements for implementation need to be addressed.

In the Organigramme, it was stipulated that MOFED would give policy direction while MCDSS would be responsible for overall co-ordination of the activity, chairing an Activity Steering Committee to be established. But the respective functions, lines of authority and communication between the policy and execution levels were not elucidated, nor were terms of reference provided for the proposed committee. This has given rise to confusion in implementation as the mission has observed in Chapter 5 above.

Thus, although PUSH was designated implementing unit, reference is made to the appointment of "an overall Implementing Unit". However, neither the role of this unit nor the relationship between MCDSS and PUSH were defined (there is still no formal contract or agreement with PUSH as implementing agency). It was further envisaged that the implementing agency would monitor and report on implementation, but no indication was given of the form, frequency and destination of such reports. Finally, WFP was assigned responsibility for co-ordinating reports on all monitoring indicators and evaluating the overall food security impact. But it is not made clear how such co-ordination would relate to the role of the other designated co-ordinator, MCDSS.

Targeting of groups and geographic areas at the aggregate level appears appropriate, based on VAM and other data sources, including the baseline survey results. However, the 90% targeting of women requires review. Gender analysis should be used to ascertain the true (as opposed to assumed) benefits to women. This should take account of the nature and magnitude of the



workload; the fact that, besides the UFFA activities, women must attend to their domestic and reproductive duties, and hence the working environment must cater for the special needs of children and babies who have to be with their mothers at the work sites; and the fact that the benefits are shared by the entire household (including men). WFP policy envisages 60% women's participation in countries such as Zambia where gender disparities are high, and the Zambia National Gender Policy emphasises gender equality and equity. There is thus a need to guard against creating an imbalance against men while trying to redress the imbalance against women.

The mission found that the activities selected seemed mainly **influenced by the preferences** of RDC leaders, local authority and government representatives, and WFP and implementing agency personnel. The current activities involve infrastructure improvement, focusing on roads, storm water drainage systems, VIP latrines and refuse boxes, for which participants receive on the job training and income transfers in the form of food. In addition, skills training comprising functional literacy, reproductive health and entrepreneurship have been added under the current CP. The participants' priorities, however, lean towards safe drinking water, health services, educational facilities, income generating skills and credit facilities.

There are undoubtedly compelling reasons for the priorities selected by executing agencies. They have not, however, been made known to the beneficiaries. The CP also emphasises community participation in the selection of participants at community and household levels, guided by vulnerability indicators. However, findings from field interviews and reports indicate that, at some sites, RDC leaders and PUSH personnel were largely responsible for selection.

Despite this situation of low community involvement, the mission observed that the participants seemed to appreciate the activities inasmuch as they have had notable results in improving access within the settlements as well as reducing flooding and the incidence of diseases associated with poor sanitation such as cholera and dysentery. Moreover, beneficiaries, RDC leaders, and local authority and government representatives all appreciated the provision of food as an income transfer in return for labour. The long-term sustainability of the assets created will, however, clearly depend on the efficacy of efforts made and local institutional mechanisms put in place to enhance community participation and empowerment.

Only 4 districts have been added (as from April 2000) to the 5 where activities were underway before the CP started. This situation is ascribed to resource constraints related to delays in funding from government for the purchase of materials; shortage of construction equipment as a result of WFP not being able to raise all the external resources envisaged in the CP for equipment; and UNFPA's inability to make good its pledge to support skills training in reproductive health. Another major constraint is the leadership vacuum within PUSH because of the lack of a National Coordinator for the activity.

Even so, it is estimated that between 60 and 70% of the road and drainage works have been completed in the 9 districts (covering 23 settlements) where work is in progress. Of the 375 VIP latrines that were to be constructed, only 50 have been completed to date, due to inadequate funding from government operating under the constraints of a monthly cash budget. However, of the envisaged total of 50,000 participants in 42 settlements located in 14 districts to be covered over the 5 year CP period, 16,302 had been reached at the time of the evaluation.



Skills training involving functional literacy, reproductive health and income generating activities started in August 2000 with the training of trainers; thus beneficiary training has only recently begun, and that on a pilot basis (in Lusaka and Ndola), in September 2000. There is a need to revisit the skills training component to ensure that the imparted skills will equip beneficiaries with the desired income-earning capability. Although it appeared to the mission that the training modules were of a high standard, it was unclear whether the organisation and arrangements for training were entirely appropriate, in particular, the adequacy of the duration foreseen for the 3 modules (2 hours x 3 days per week x 3 months).

Other concerns relate to the lack of linkages between entrepreneurship training and organisations that promote entrepreneurship and provide credit facilities. It is also noteworthy that all 16,302 previous participants had been phased out without receiving skills training and the implementing agency did not yet have plans for addressing this omission. Moreover, the M&E activities so far have focussed on work outputs from infrastructure construction and quantities of food received and distributed. Thus there is still a gap in terms of reporting and monitoring progress on the **effects and impact** of the activity, as was also the case with the precursor project.

Training for RDC leaders and communities in planning and implementing community projects has not yet been started nor have the community contractor groups been established. There are also weak linkages and low involvement of council, community leaders and participants in decisions affecting activity execution. The mission also noted the absence of linkages between the UFFA and programmes carried out by other development partners, including other WFP-supported activities, especially Supplementary Feeding.

Although isolated instances exist of follow up action on institutional mechanisms for maintenance, the lack of concerted action in this regard is already having detrimental effects on the sustainability of the assets created, as there are reports that completed infrastructure works in some sites have begun to deteriorate for lack of repair and maintenance. The mission considers that there is an urgent need for pro-active initiatives in this area by PUSH under the aegis of the MCDSS and the MLGH.

Recommendations:

- Gender analysis should be applied in order to ensure that interventions have maximum benefits and minimal negative impact on either gender;
- The 60% CP resource target for women should be the benchmark to be applied to prevent the creation of an imbalance against men;
- Efforts should be made to increase the involvement of participants in selecting activities and beneficiaries;
- The National Coordinator for PUSH as well as the Technical Adviser envisaged should be recruited without further delay;
- The M&E system should be reviewed and indicators included for the measurement of the effects and impact of activities in relation to the objectives set;
- Strategies for ensuring maintenance of the community infrastructure created should be worked out without further delay;
- An evaluation of the skills training component should be made as soon as possible so as to provide timely guidance for its implementation;



- The appropriateness of the six month participation period should be re-appraised in relation to the expected outcomes of infrastructure development (3 months) and skills development involving 3 modules (3 months), against the expected outcome of participants acquiring skills for sustainable livelihoods;
- PUSH should seek and encourage linkages between UFFA activities and those of other organisations in the settlements (especially SF and activities promoting entrepreneurship and credit facilities) to promote integration and coherence;
- The implementation and coordination arrangements for the UFFA activity should be revisited with a view to clarifying roles, responsibilities and reporting channels, taking account of the FPMU.
- Participants' concerns and requests should be reviewed by the CP Technical Sub-committee and recommendations on the response made to the IMCC and WFP. Timely feed back on decisions should be communicated to the participants through PUSH.

Basic Activity Two: Rural Food-for-Assets (RFFA)

The activity targets high-risk rural areas where problems of access to economic and social infrastructure are a major contributing factor to poverty and food insecurity. Nine rural districts in three provinces (Eastern Province: Chama and Lundazi; Western Province: Kalabo, Senanga, Mongu and Lukulu; Southern Province: Sinazongwe, Gwembe and Siavonga) have been selected. This food aid intervention was to be integrated into two major national development programmes: the Agriculture Sector Investment Programme (ASIP), and the Road Sector Investment Programme (ROADSIP). The programme components to receive parallel funding from WFP are: (1) under ASIP, the Small Holder Aquaculture Development and Small-Scale Irrigation components; and (2) Under ROADSIP, the Community Access Roads sub-component under the Rural Travel and Transport Programme (RTTP).

The long-term objective was to improve food security, thus meeting the needs of vulnerable groups in high-risk rural areas. The immediate objectives were to provide a safety net through temporary employment and skills training for increased self-reliance by poor rural households, especially those headed by women; and through short-term labour-based food-for-assets activities aimed at improving accessibility and creating sustainable assets in remote rural communities. Implementation was to take place during periods of minimum agricultural activities and maximum food shortages. Skills training in entrepreneurship and family life education incorporating basic hygiene and reproductive health as well as support for micro-credit were integrated to ensure sustained human development and self-reliance. Some of the expected outcomes included:

- Increased access to food and income for poor households;
- Improved accessibility to economic and social facilities using labour based methods;
- Enhanced self-reliance through skills training; and
- Community managed maintenance arranged to sustain the created assets.

WFP committed US\$2,880,000 to support the activity together with US\$329,000 from government. The activity was to be executed by an NGO under the supervision of MCDSS, which was also to co-ordinate the involvement of several ministries and NGOs. As in the UFFA, functions and responsibilities as well as lines of communication and authority are not clearly defined.



The Activity has not yet been approved although a draft activity document exists. In July 1999, the IMCC appointed a taskforce with representatives from three ministries that were to be involved in the activity to finalise the activity document and make recommendations for its approval. The task force did not resolve a number of issues relating to programme activity integration, management, supervision, funding, cost-sharing arrangements and M&E. Nevertheless it submitted the draft activity document to WFP for review and comments. In November 1999, WFP-Zambia commissioned an appraisal mission to recommend possible options for finalisation and implementation to WFP and Government.

The appraisal mission concluded that while there was justification for WFP support to RFFA activities, they should be designed in such a way as to avoid conflict with other development initiatives, particularly those that build on self help principles. Moreover, since the target groups for the RFFA activities were largely the same as those for the disaster mitigation activities in some areas, careful planning would be required to avoid confusing participants as well as wasteful duplication of resources. Also, communities should determine their needs and priorities and the means to address them while external agencies should focus on facilitating this process and strengthening the weak resource base at district and community levels. The appraisal mission also suggested that consideration be given to assigning overall responsibility for execution to the DMMU in the Office of the Vice President.

The rationale for this suggestion clearly rests on the need to ensure that disaster mitigation takes precedence over response in the sense of limiting the scale of the response required by taking adequate preventive measures to reduce the scope and negative effects of likely natural disasters. In Zambia, these usually come in the form of drought and/or floods and thus require *inter alia* the creation of water control and harvesting infrastructure, the consolidation of river embankments and the implementation of appropriate soil and water conservation measures. To this end, the capacity of households and communities to find lasting solutions to their food security and development problems will need strengthening. This outcome might best be achieved through an approach integrating preparedness, prompt response, informed advocacy and community-based development.

It follows then from the preceding analysis that disaster mitigation and response activities are, in effect, a sub-set of general development actions involving elements of social (institutional mechanisms) and physical (hydraulic structures) engineering, directed at reducing the vulnerability of specific populations and areas to natural disasters and/or socio-economic shocks. In the present context, the mission is of the opinion that there is merit in the suggestion that these activities may be carried out most cost effectively by integrating the resource flows for RFFA with those proposed for disaster preparedness, mitigation and management in the framework of a single activity.

This intervention should be designed in an integrated and flexible manner so as to maximise community participation in the planning, design and implementation of activities and the identification of beneficiaries. It would also facilitate a multi-sector approach utilising Food for Assets, Food for Training, and Supplementary Feeding. In such a context, implementation would have to be carried out by several ministries: MCDSS (community mobilisation and participation); Ministry of Agriculture (soil and water conservation); Ministry of Works and Supply (infrastructure) etc.; and there would also be a need for strong and effective co-ordination and the “main-streaming” of disaster preparedness and mitigation measures. This



analysis would appear to indicate that the role of OVP through its DMMU should be focused on these tasks.

Recommendation:

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

Basic Activity Three: Supplementary Feeding

The Activity was approved in June 1998 with strategic focus on supporting the vision of Zambia's National Programme of Action for Children and the Health Reforms and Agricultural Sector Investment Programme objectives of achieving a food-secure and healthy nation. The activity document was revised in November 1999 to make it a clearer more useful planning and implementation guide and to ensure its consistency with WFP's FAAD policy. Based on the recommendations of a technical review mission, the long-term objectives now are:

- To contribute to the GRZ's goal to reduce malnutrition (stunting and underweight) by 25 per cent by the end of 2002;
- To contribute to the reduction in childhood mortality rates attributable to malnutrition;
- To assist AIDS and Tuberculosis affected groups through development-oriented aid.

The number of districts targeted was reduced in line with VAM criteria and available resources, while the immediate objectives were revised upwards from five to seven and made more specific, as follows:

- To contribute to improving the nutrition status of 259,890 outpatients at risk and undernourished under five children attending selected health facilities in targeted districts;
- To contribute to therapeutic nutrition rehabilitation of 73,112 hospitalised undernourished under five children in selected hospitals and health centres;
- To contribute to improving the health and nutritional status of 34,905 at-risk pregnant women in selected health facilities in targeted districts;
- To encourage compliance with and completion of treatment of 20,878 TB outpatients receiving anti-tuberculosis care and treatment from health workers at selected health facilities in targeted areas or at home;
- To contribute to treatment and improved health and nutrition status for 68,086 hospitalised tuberculosis patients;
- To contribute in targeted areas to the coping ability of 4,115 food insecure households, headed by women who are widowed because of tuberculosis or AIDS;
- To contribute in targeted areas to an increase in the ability of 3,124 double orphans under the age of 18 years, whose parents have died because of tuberculosis or HIV/AIDS and the food insecure households where they live.



In the revised activity document, it is envisaged that the selected central hospitals, health centres and NGOs/CBOs would be the implementing agencies, working through District Health Management Teams (DHMTs). However, there is no indication of how the DHMTs were to communicate with and facilitate implementation by NGOs and CBOs at local level, nor guidance on how they were to facilitate monitoring and reporting by the latter. The provision that the DHMT was to provide reports to the Regional Health Boards (RHB), NFNC and WFP seems to suggest parallel reporting to these agencies, without regard to the amount of staff time and financial resources required for this purpose. Here also the lack of well-defined implementation, management and co-ordination arrangements has hindered implementation.

A further constraint observed was the lack of clear linkages between the RHBs and their HQ at the Central Board of Health (CBoH) as well as with the Ministry of Health (MOH). Finally, the SF activity is not well linked with nutrition and health education programmes at the beneficiary level, although activities are closely related and part of the Family Health Package. Guidelines on implementing health, nutrition and food management activities have not been provided to the health personnel involved.

The Activity Document is clear on the responsibilities of the Project Coordinator in the MOH, including the constitution of a “Taskforce on the Supplementary Feeding Programme.” This Taskforce does not appear to function, thus creating a gap in reporting arrangements to the IMCC through the FPMU. A Project Co-ordinator was appointed following the review mission but her operations are hampered by the lack of a budget to meet basic activities. A budget line for the activity has been created within the budget of MOH, but because of funding constraints it has not yet become effective. Also the post of project co-ordinator has been created on the establishment of MOH rather than at the CBoH, which is responsible for supervising the DHMTs, hospitals and health centres. Thus there is a lack of clarity about her role vis a vis the CBoH in co-ordinating the work of the implementing DHMTs, hospitals, NGOs and health centres.

The activity design largely complies with current FAAD criteria, with the exception of the formulation process, which did not allow for much community participation. A major omission in formulation was the failure to carry out a baseline survey. This would have facilitated better targeting at community and household level, the establishment of objectively measurable indicators of inputs, outputs, outcomes and impact and a realistic assessment of what could be achieved based on implementation capability in the hospitals and health centres. The lack of critical planning, monitoring and evaluation data has had the effect that, at present, neither the number of beneficiaries, nor the impact on them of programme activities can be ascertained.

Although MOH has assumed responsibility for the overall supervision and implementation of the activity, it did not appear to have integrated it into the Health Reforms programme. The mission also noted that, at all levels of the system, there seemed to be little information on or awareness of the conceptual framework and purpose of the activity. Currently, some MOH field personnel appear to be distributing food items without knowing why or for what intended outcomes. MOH capacity limitations are also threatening programme sustainability.

The mission observed that activities carried out under the programme by most NGOs, particularly in respect of the home based care component, are having a major positive impact on beneficiaries and, with few exceptions, activities are well co-ordinated. The challenge for MOH is to improve its own effectiveness and to facilitate programme implementation by vigorously



enlisting the support and participation of the CBOs and NGOs to ensure impact and strengthen complementarity. Partnerships also need to be established with other agencies whose activities could contribute to the achievement of programme objectives and sustainability, such as MAFF and others involved in food production, processing and preservation as well as income creation.

Food management and logistics are the responsibility of the FPMU. WFP and the FPMU logistics section make monthly food distribution plans. The mission noted that the quantities of food delivered have been constant. This is partly attributable to poor record keeping in the health centres and irregular update of the beneficiary caseload at the programme level at WFP. Given the criteria for receiving food and the graduation arrangements provided for in the programme, food distribution quantities should vary monthly if there were regular and accurate reporting at district and central levels. There is a need to improve beneficiary tracking and follow up to capture the indicators for programme impact and effects.

The mission noted that there were problems in getting food from the district warehouses to the final distribution points (health centers hospitals and communities-home based care). This had led in some instances to the accumulation of food at district level. This problem was linked to poor access roads, high costs and low transport availability, as well as delays in budget allocations to DHMTs under the present cash budget system. There also seems to be some lack of familiarity with WFP procedures for claiming the 50% subsidy on ITSH costs, although the mission was informed that action was being taken to address this by both the MOH and WFP.

Recommendations:

- A baseline survey should be carried out to provide data for monitoring and evaluation;
- A participatory approach involving communities together with appropriate gender analysis should be introduced for future activities;
- The monitoring and evaluation system should be revised as soon as possible to adapt it for use in the planning and management of the activity;
- M&E training should be provided for the MOH Programme Co-ordinator and responsibility for M&E should be shared by WFP and the implementing and co-ordinating agencies;
- MOH should continue to phase out some DHMTs, health centres and implementing partners, as recommended by the Review Mission, to ensure that intended targets are met and food reaches the beneficiaries in the appropriate amounts and frequencies;
- Food delivery should be conditional on implementing partners submitting reports and monitoring forms as stipulated, and should be reviewed quarterly to improve monitoring and meet MOH/WFP and FPMU information requirements. However, caution should be taken to prevent overloading the system and placing further burdens on the already over stretched health centre staff;
- The ITSH guidelines should be reviewed to update distribution costs between EDPs and FDPs, and FPMU staff should be given training in ITSH requirements;
- ITSH costs in Zambia should be subject to 100% reimbursement; meanwhile WFP should give consideration to advance payment in view of government budget constraints;
- The possibility should be explored of extending FPMU's role in delivering food between EDPs and FDPs (health centres).



Supplementary Activity 1-Food Aid Facility: I Girl's education and II Micro projects fund

The focus of these two activities was on the use of food to enhance girls' education and to support unforeseen deserving community-based micro-initiatives that might be presented during the course of the Country Programme.

The Girl's Education activity seeks to contribute to the promotion of the status of girls by encouraging their school attendance-an issue that is currently high on the list of national priorities. The project responds to WFP policy guidelines relating to promotion of gender equity and equality, nutritional status and human development. There have been extensive consultations with many institutions including various levels of the Ministry of Education; Parent Teachers' Associations; FAWEZA; FINNIDA; and UN agencies, in particular, UNICEF, UNFPA and FAO. However, there were strong views among key respondents that the strategy of giving rations targeted exclusively at girls would be inappropriate, since school attendance by both sexes was dropping sharply in the current socio-economic situation. Moreover, the issue of sustainability needed to be addressed. Other constraints identified by MOE concerned the choice of the area for initial pilot operations, which was felt to pose logistical problems, although justified on the basis of VAM criteria, as well as the proposed focus at district rather than provincial level.

The mission found that, within MOE at working level, there was confusion and lack of awareness about the activity, about the possible role therein for food aid, about arrangements for the formulation and implementation of the activity and how it might be integrated in the programmes of the ministry and possible linkages with the programmes of other ministries and development partners. The mission considers that these issues could be resolved through discussions and consultations among development partners at working level, in the context of the Technical Sub-committee of the IMCC, proposed above.

The Micro Projects Food Aid Fund would facilitate timely response to worthwhile community initiatives. The activity is also in line with the WFP FAAD policy of promoting nutrition and the creation of assets and sustainable livelihoods as well as human development. The project has not yet been initiated due to resource constraints.

Recommendations:

- WFP should re-open the dialogue with the MOE so that the project can be re-oriented in line with its views and those of communities, FAWEZA and other agencies involved in girls' education;
- Consideration should be given to integrating the activities into the BESSIP programme and seeking collaboration with MAFF on technical support to school farm units to ensure sustainability;
- The Micro-projects food aid fund should be activated and oriented to support the UFFA and RFFA activities;
- WFP should facilitate the sharing of experiences on similar education support programmes obtaining in other countries of the sub-region, with MOE and other stakeholders.



Supplementary Activity Two: Disaster Management and Mitigation

The mission noted that, at present, vulnerability analysis and mapping (VAM) estimates indicate that there is acute and chronic food insecurity in the Western and parts of Southern and Eastern Provinces, which are also at high risk from drought, while Northern Province is at risk from floods. Given the frequency of natural disasters and the limited institutional capacity to cope with these situations, WFP has focused its support on the establishment of an Information Management Unit; resource and inventory management; and provision of training to community development practitioners and local leaders involved in the implementation of disaster mitigation activities. The objectives of this activity are:

- To contribute to the establishment of an effective National Disaster Management and Mitigation Unit (DMMU) for disaster preparedness and response by strengthening staff capacity in the integration and use of VAM and other risk information for decision-making, contingency planning and preparation of action plans through local training and consultancies;
- To strengthen the DMMU's capacity in resource mobilisation and inventory management through access and purchase arrangements with both private and public institutions;
- To create local response capacity through training of community development practitioners and community leaders in participatory risk and needs assessment, preparedness planning and implementation of mitigation activities; and
- To support through FFA, the implementation of disaster mitigation activities identified by community based organisations in the targeted areas.

The activity is jointly supported by WFP in parallel with a UNDP project (ZAM/94/004/0/99), and aimed at establishing an information unit, resource and inventory management system as well as training of community development practitioners and local leaders in the implementation of mitigation activities. However, gender considerations do not appear to be fully taken into account; thus participation of women in decisions on beneficiaries, food distribution and priorities for mitigation activities has so far been quite weak.

The Office of the Vice President (OVP) is responsible for the implementation of the programme through the DMMU. Given the rural poverty situation in which almost three quarters of the rural population is unable to cover its minimum daily calorie intake, areas of acute and chronic food insecurity, exacerbated by high vulnerability to natural disasters, are likely to persist in the short and medium term. The mission is thus persuaded of the relevance and usefulness of the activities envisaged.

To date, an information management system officer has been recruited but has been unable to function effectively as supporting equipment has not yet been purchased. Software has been procured and a vehicle for public awareness and training; but no computers as yet, as the complementary resources from the donors concerned have not yet become available. WFP was to provide funding for food items for the mitigation activities through food for work.

As in the other CP components, there is no clearly defined reporting mechanism. The programme has been running since 1998 and in the past year, WFP has facilitated the engagement of consultants to establish the Information and Management Unit and the training of local leaders as well as systems for resource inventory and management. A detailed report on resource inventory



has been completed. Two workshops to train focal point leaders have also been conducted for participants from vulnerable areas of Central, Lusaka, Western, Eastern, Southern and North-Western Provinces. So far, 47 of the local leaders have been trained of the target of 100 originally envisaged.

As noted above, an appraisal mission recommended, in December 1999, that the RFFA should be implemented by DMMU as it was argued that there is a thin line between its objectives and those for disaster mitigation. There is clearly considerable merit in this proposal inasmuch as disaster preparedness and mitigation are for the most part essentially a sub-set of rural development activities. However, it does not appear appropriate to assign responsibility for project **implementation** to the DMMU, given its limited personnel and outreach at field level. On the other hand, there is need for close **co-ordination** of actions by a host of possible implementing agencies as well as the need to incorporate disaster preparedness activities in their respective programmes. The mission is thus of the opinion that the co-ordination of the RFFA activity appears to fall within the purview of the Office of the Vice President alongside disaster management and mitigation.

Recommendations:

- The final appraisal mission report should be formally submitted to the IMCC and broad consultations on the follow up actions required should be held between WFP and other development partners;
- The disaster management and mitigation activity should be integrated with the RFFA;
- Use of inputs from the VAM unit needs to be enhanced and consistency in reports from the Unit should be improved through cross checking;
- Gaps in the functioning of the IMCC need to be filled to enhance coordination and integration of programmes.

Supplementary Activity Three: Vulnerability Assessment Mapping (VAM)

This activity is assessed in the section on VAM in Chapter 4 above.

7. CONCLUSION

It is clear that, in the medium term, chronic seasonal hunger and malnutrition are, and will continue to be, a heavy constraint on the ability of the majority of Zambians to participate in and contribute to their own development and that of their communities and of the nation. These factors, combined with the low and falling levels of per caput GDP and the high frequency of natural disasters and external economic shocks, place large segments of the population in a situation of high vulnerability, beyond the capacity of traditional coping mechanisms. Therefore the strong strategic focus of WFP activities on the most vulnerable areas and groups and on disaster mitigation and preparedness at household and community level is amply justified.

However, vulnerability and food insecurity are being rapidly worsened by the HIV/AIDS pandemic, which has already caused the disappearance of almost one quarter of the economically active population and made orphans of more than one million children- about 10% of the population. These children will need to be fed, educated and cared for until they can stand on their own feet. This will no doubt require on the part of government, a concerted multi-sector



approach integrating activities in all relevant areas, with support from a multitude of development partners. There will thus clearly be an important role for food aid in programmes to resolve this problem, which presents a formidable economic, social, health and development challenge.

These considerations reinforce the conclusions to be drawn from the present assessment that there are perhaps three areas where food assistance may have a clear comparative advantage in Zambia: (1) support to the education sector in order to ensure access and raise the participation rate of both sexes at pre-school and primary level; (2) support for infrastructure rehabilitation in disaster-prone and food insecure areas and asset generation so as to improve and enhance the coping mechanisms of poor households; and (3) support to HIV/AIDS infected and affected households. In this context, high priority would also need to be given to correcting the gender, rural-urban and regional imbalances within these areas of intervention.

To be effective, these programmes will need to be community driven and to reach down to household level, especially in the case of those affected by HIV/AIDS. This will imply increasing responsibility of local government units to implement food-aided activities and to coordinate the development packages needed for sustained success. While this approach is fully in line with government policy, it is not clear how fast such a transformation will proceed. Indeed, the mission noted that only the Ministry of Health appeared so far to have decentralised effective responsibility for expenditure, planning and programme implementation down to district level. Moreover, at present, the resources and technical expertise available at the district level are severely limited. Full GRZ commitment to the new approach is thus vital to success. Financial and technical support from the Government and technical assistance packages from other UN agencies (in particular UNDP, UNICEF, ILO and FAO), bilateral donors and NGOs will be necessary to help overcome this constraint.

The FAAD approach necessitates an optimal mix of food and non-food resources as well as the right mix of WFP staff resources. Initially, non-food resources will be available only from development partners. The envisaged approach can therefore only come to fruition if partners inside and outside the UN system (and WFP itself) provide resources in support of the concept of Enabling Development, participate in jointly planned activities and organise an increasing part of their own food assistance activities along these lines.

Government also needs to match external food aid resources with its own budget in order to ensure that the malnourished and poorest households of Zambia (of which women, HIV/AIDS affected households and orphans are a major group) can be effectively and efficiently supported on their way out of perpetual poverty. In light of current fiscal constraints, this will of necessity be a gradual process. Meanwhile WFP will need to review the current level of ITSH reimbursement and counterpart funding requirements in order to reduce the burden on government's limited human and financial resources.

The greater emphasis on community-based development activities in the WFP FAAD policy requires significant WFP staff resources in the initial identification, design and development stages as well as for advocacy. As this is concurrent with ongoing development activities and emergency/refugee operations as well as increased WFP involvement in joint programming, advocacy, logistics, and M&E, staffing constraints are a major limiting factor, as the current evaluation has shown. In Zambia, these difficulties are exacerbated by the size of the country,



the low density of the population and the extremely poor road access to the most disaster-prone and food insecure districts.

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

Despite these problems, the mission is persuaded that, in order to contribute to the national goal of eliminating poverty, the current strategic focus should continue largely unaltered into the next CP, albeit with increased emphasis on education (especially targeted at HIV/AIDS orphans), food for training and programmes aimed at helping communities and households to reconstitute their asset base and regain sustainable livelihoods that are resilient to natural disasters. However, the final decision will depend on national policy in respect of HIV/AIDS and the strategy and institutional arrangements put in place for that purpose. Nevertheless, it is clear that the effectiveness of such programmes in future will depend on the availability of adequate funding from both WFP and the Government.



ANNEX 1

TERMS OF REFERENCE EVALUATION OF THE ZAMBIA COUNTRY PROGRAMME (1998-2002)

1. Background

In 1994, WFP introduced a new policy framework called the country programming approach. This replaces the project-by-project approach which made it difficult to relate WFP assistance to overall national planning. With the previous approach, there was little integration of different WFP activities/projects to ensure a coherent country programme. The new approach implies some fundamental changes to the way we plan and programme, focusing on a people-centred and food-based strategy and using the “country” as the basic entity for WFP’s engagement. A country programme should be a cohesive and focused response to those strategic objectives of a recipient country that coincide with the strategic objectives of WFP and other assistance partners. This new orientation is also in step with the direction of UN reform (CCA, UNDAF, etc).

There are three key reference documents which outline the CP approach: CFA 37/P/7 (April 1994), CFA 38/P/6 (October 1994) and CFA 40/8 (October 1995). Within the directions stipulated by the Country Strategy Outline (CSO) and a well-defined rationale for food aid, the CP should provide a countrywide strategic focus to WFP’s programme of activities/projects. The proposed functions of food aid should be based on a thorough analysis of national food security and the vulnerability of specific population groups.

2. The Zambia Country Programme – An Overview

The Zambia Country Programme (1998 - 2002) was approved by the Executive Board in October 1997, based on the Country Strategy Outline of February 1997. The CP provides a strategy for WFP assistance for a four-year period and involves a core allocation of 28.6 million dollars for basic activities, as well as supplementary activities valued at 3.3 million dollars.

The CP activities aim to *improve the nutrition and quality of life of the most vulnerable people at critical times in their lives, and help build assets and promote the self-reliance of poor people and communities.*

The principal objectives of the CP are to:

- a) *provide a safety net through short-term employment, asset creation and training in income-generating activities for poor households, especially those headed by women, using Food For Work activities;*
- b) *improve food access through supplementary feeding of malnourished children and undernourished nursing mothers;*
- c) *provide food assistance under both preventive and coping programmes, with the aim of mitigating the current and future impact of HIV/AIDS on household food security; and*



- d) *assist the Government in maintaining an emergency response capacity for recurrent droughts and providing assistance to refugees.*

Consequently, the current CP includes three **basic activities**: - Urban Food For Work, - Rural Food For Work, and - Supplementary Feeding. There are also the following **supplementary activities**: - Food Aid Facility (Food Fund), - Vulnerability Analysis and Mapping (VAM), and Disaster Management and Mitigation.

The Country Office is conducting a review of individual CP activities, which is expected to be completed by mid 2000; the findings and recommendations of this review will be made available to the evaluation team.

In order to synchronise the WFP CP programming cycle with that of UNDAF, it is foreseen that the period of the current CP will be shortened by one year, ending in 2001.

3. Objectives of the Zambia Country Programme Evaluation

- To assess the extent to which WFP's current development activities/projects have been influenced by the CP approach so that they constitute a recognizable CP.
- To assess the extent to which WFP's systems and procedures for programme and project identification, design, budgeting, resourcing and implementation at both the headquarters and field levels have enhanced or impeded the CP approach.
- To assess the extent to which the CP in Zambia may be a more effective tool for preparing WFP's contribution in both development and relief.
- To determine whether the development activities⁸ ongoing in Zambia have been designed to make a direct contribution to the objectives of the CP.
- To assess the extent to which the individual WFP activities/projects represent recognized good practice in food aid (including the practices and principles recognized in the "Enabling Development" policy, 1999).
- To provide recommendations for the CP which can be used in the development of future Country Strategy Outlines and CPs, and to provide accountability to the Executive Board.

⁸ In current WFP Country programming, the basic development components of a Country Program are referred to as activities rather than projects. This is appropriate given the large scale of some of the sub-components of each country program but it can cause some confusion when dealing with older "projects". It can also cause confusion when the sub-components of projects are themselves termed activities. Nonetheless, it seems best to use the term activities in these Terms of Reference with the understanding that for some country programmes, past usage may be to refer to the projects in the program. In those countries, activity may be read as project.



4. Scope of Work

Evaluating the Country Programme In Light of Its Constituent Activities

The evaluation of the CP in Zambia will focus primarily on the development and implementation of the programme as a whole. It will consider the programme in the context of the principles of the CP approach as they were understood and communicated throughout WFP at the time that the current CSO and CP were developed.

While focusing first at the programme level, the evaluation will also consider the way in which activities/projects have been integrated into the programme and the extent to which they make a contribution to the programme objectives as well as meet their own. *It is important to distinguish between the evaluation of the CP and the separate exercise of evaluating each of the activities/projects, which make up the CP, the latter being outside the scope of the current evaluation.* In CP evaluations, a team works its way from the general to the particular, from the CP to the activity level. Activities/projects are assessed in terms of their logic and their expected contribution to meeting the objectives of the CP. It may be that activities/projects provide the most concrete opportunity for assessing progress toward overall programme objectives.

The evaluation will also consider how effectively the Commitments to Women (1996-2001), formulated at the Beijing UN Conference for Women, have been integrated into the CP. In addition, it will assess how well the consideration of gender relations, which can be a major impediment to improved food security, have been mainstreamed into the programming process.

The findings and recommendations of the evaluation will be forward-looking in that they will be framed in a way which supports the development of a new CSO and CP which will conform to current requirements, including those of the “Enabling Development” policy. Since the “Enabling Development” initiative dates from 1999, it will not be appropriate to evaluate programmes developed before that in terms of their effectiveness in meeting the requirements of this policy. Rather, the evaluation team will assess the current programme for its compatibility with the policy prescriptions evident in “Enabling Development” and make recommendations for the future CP/CSO. The assessment of programme fit with “Enabling Development” will be guided by the template provided in Annex 5.

Linking the Country Programme to Other Activities

The evaluation will directly cover only the activities/projects defined under the CP. As such it will not attempt to assess the effectiveness of relief and recovery activities/projects, or any development activities/projects which may exist outside of the CP. However, the evaluation will examine development activities/projects in the CP which have been designed to support current or future emergency operations, as well as why development activities/projects may exist outside of the CP (if applicable).



V. Key Issues and Sub-Issues

The evaluation will address the following issues and sub-issues.

1. Has the process of developing a CSO and CP resulted in a recognizable CP as described and expected in the guidelines and policies of the WFP?

- 1.1. How were the activities/projects ongoing before the establishment of the CP modified to fit more readily into the CP approach?
- 1.2. Did the process of developing the CSO and CP include an analysis of national and sub-regional (within the country) food insecurity and vulnerability? Does the CSO and/or the CP make reference to any VAM material developed for Zambia?
- 1.3. Did the process of developing the CSO and CP result in an identified strategy for WFP development programming in Zambia? Did it include, for example, choices in strategic areas such as: key partners inside and outside government; geographic target areas; targeting considerations within geographic areas; programme areas best dealt with by other agencies?
- 1.4. Are the activities/projects in the CP designed to be complementary in terms of addressing the cycle of food insecurity from various angles, or to be linked in terms of sector, geographic area, beneficiaries or any other common elements? If not, is there a strong rationale for not making these linkages?
- 1.5. Are there specific objectives expressed at the level of the CP (as opposed to the activity/project level)? Are they relevant, realistic and attainable in light of the approved activities/projects in the CP?⁹ Further, can the achievement of objectives be measured at the program level?
- 1.6. What evidence exists that the current CP exhibits the desired characteristics of:
 - ◆ integration;
 - ◆ coherence;
 - ◆ focus; and,
 - ◆ flexibility.¹⁰

⁹ It will be necessary for the evaluation teams to determine the fit between programme level goals and objectives, and those of the individual activities making up the programme. Output and outcome indicators may not be practical at the level of country programme objectives but may be found in relation to specific activities.

¹⁰ These terms are defined in CFA 38/P/6 as follows:

integration: with the priorities and other activities of the country itself, as well as those of the UN system and other donors;

coherence: the elements of the WFP sub-programmes in the country relate closely to each other to achieve a clear purpose;

focused: on those geographical areas and households that represent WFP's target groups; and,

flexibility: allowing for activities to be adjusted within the programme period in line with changing circumstances.



2. To what extent did WFP's systems and procedures for programme and project identification, design, budgeting, implementation and review enhance or impede the CP approach?

- 2.1. To what extent has the delegation of authority to the regional and country office level enhanced the flexibility of the Country Director in developing and negotiating a CP and in making shifts in resources when appropriate? Has the Country Director been proactive in using those authorities which have been devolved?
- 2.2. Have appropriate policy statements, guidelines, and headquarters/ regional staff support been made available to country office during the development of CSO and CP?
- 2.3. In the experience of the WFP country office in Lusaka, are procedures and rules for establishing programme and project budgets appropriate to a CP approach? Do they allow for the required flexibility in resource planning and allocation?
- 2.4. Is the organizational structure of and staffing mix in the country office appropriate given the requirements of the CP approach? Is short-term technical support available where it is needed and appropriate?
- 2.5. Were the defined procedures for preparing and implementing the CP at country level followed? For example, has a CP agreement been signed with the government? Were appraisal missions carried out to prepare Project Summaries? Does a Programme Review Committee exist and how does it function?
- 2.6. What problems or constraints have been identified during the development and implementation of the CP?

3. To what extent has the design, development and implementation of a CP resulted in a more effective WFP contribution to the overall development programming in Zambia?

- 3.1. Was the national government fully involved in the review of needs in preparation for the CSO and does it agree with the stated priorities of the CP?
- 3.2. Did the process of developing the CP enhance WFP involvement in the CCA and UNDAF processes under way in Zambia? Did the shift to a CP enhance WFP's ability to contribute to UN coordination through the CSN, CCA, UNDAF or other processes?
- 3.3. Has the process of developing the CP had any appreciable effect on the ability of the national government to make and meet programme commitments regarding counterpart contributions including both finances and staff time?
- 3.4. Does the CP include contingency planning measures at either the country programme or activity level? Does it include measures in one or more activities/projects aimed at ensuring that disaster preparedness or disaster mitigation actions are taken in development projects so that the transition to emergency operations may be more effective and timely? Is there evidence that contingency planning will be included in the development of the next country programme?



- 3.5. While the CP does not include resourcing and planning for PRROS and EMOPS, does it describe them and note any possible actual or potential interaction between development activities/projects and emergency operations?
- 3.6. Did the CP mechanism permit necessary shifts of resources among activities/projects in a timely and efficient way?
- 4. Does the design of the activities/projects which make up the CP reflect the guidelines of the Enabling Development policy? For example:**
- 4.1. Is food aid the most appropriate resource for use in the CP activities/projects? Is food aid justifiable and necessary for the achievement of the activity/project level objectives?
- 4.2. Are WFP's partners in each activity/project the most appropriate? What measures were taken during the design of the activity/project to assess possible partners?
- 4.3. Is food aid used in the activities/projects within the CP targeted to food deficit sub-regions and/or populations identifiable as the hungry poor? Is there evidence that these targeted people are being reached?
- 4.4. Are assets being created in the activities/projects? If so, what measures are in place to ensure that the targeted beneficiaries benefit from these assets?
- 4.5. What indicators are being monitored which can be used to assess the effectiveness of the activities/projects in the CP? Do they provide information regarding the achievement of anticipated outputs, outcomes and impacts? Were appropriate baselines established for the indicators being used?
- 5. Do the activities/project in the CP adequately address gender issues and adhere to WFP's Commitments to Women?**
- 5.1. Does the country programme approach make it easier or more difficult to meet the Commitments to Women, and to mainstream a gender perspective?
- 5.2. What changes would be required in the next CSO and CP to ensure better compatibility with the Commitments to Women?
- 6. To what extent does the use of food aid in the current activities/projects of the CP conform to the "Enabling Development" policy¹¹?**
- 6.1. What changes would be required in the development of a new CSO and CP which would ensure better compatibility with "Enabling Development"?

¹¹ It is important to note that issue number 5 does not mean that the current country programme will be retroactively evaluated against the criteria of Enabling Development. Rather, the programme will be assessed with a view to providing guidance as to any changes required to ensure compliance in the future.



7. **What measures can be taken in the development of the CSO and the next CP to improve the effectiveness of WFP's contribution to development during the next programming cycle?**
8. **Are there any other lessons to be learned from the experience gained in designing and implementing the current CP in Zambia?**

VI. Notes on Methodology

Stages of the Evaluation

The methods proposed below are indicative and may be revised/refined by the OEDE Evaluation Officer and/or team leader.

The evaluation will normally be divided into three phases:

Phase I – Preparation and Desk Review (approx. one week):

Prior to the in-country mission, the team will review all relevant background documentation, including the CSO and CP, activity summaries, project progress reports, project mid-term and terminal evaluation reports, relevant international and national sectoral publications/reports. In addition, the team should locate and review country studies carried out for recent thematic evaluations, such as the mid-term review of WFP Commitments to Women. Key team members may be assembled at WFP headquarters in Rome for a briefing prior to departure. Alternatively, some members of the team may review materials provided electronically and join the team directly in the field. Following decentralization of many programme functions to the field level, some of the documentary material on programmes and activities/projects is best accessed at the level of the regional and country offices.

Prior to departure for the country of evaluation, the Office of Evaluation (OEDE) should forward the TORs to the Country Office. These should be shared with key government focal points for WFP programming, and implementing partners. A small task force of key government stakeholders and key NGO representatives (the actual composition of the task force is left to the discretion of the country office) may be established to review the TORs and to host the debriefing at the end of the mission.

Phase II - The in-country evaluation (2-3 weeks):

To the extent possible, the Team should meet with all relevant stakeholders, including beneficiaries, local and national government, key implementation partners and other development agencies involved in the UNDAF and with any of WFP's programmes.

Data collection during the CP evaluations will take place both in the offices of key stakeholders in the capital and in the field where examples of major programme activities/projects can be visited. Priority should be given to meetings in the capital but some coverage of field activities/projects will be necessary. A useful rule of thumb may be to spend two-thirds of the available time in the capital and one-third visiting activities/projects in the field.



Key informant interviews to be carried out by the Team may be divided into different groupings:

Group One: WFP full time and contract staff working on development activities/projects

Group Two: Institutional partners/actors in the development and coordination of programmes at national level

For example:

UN Agencies active in consultative processes relating to development such as the CCA and UNDAF, including UNDP, UNICEF, UNFPA, FAO, IFAD, WHO;

Government Ministries who are either involved at the national level in consultations on donor coordination (Ministry of External Cooperation, Ministry of Planning, Ministry of Finance for example) or represent current or planned partners in WFP development activities/projects: Ministry of Agriculture, National Water Authority, Ministry of Health, National Forestry Service, as appropriate;

The local offices of the World Bank and regional development bank;

Bilateral donors with a significant presence in sectors of WFP programming (e.g. DANIDA in PHC in Tanzania, US-AID in family planning and child survival in Uganda). These should be identified by the WFP office in the country. Of special interest will be donors who are taking part in structures aimed at coordination at the national level, such as the health and population working group in Bangladesh.

NGOs with a national presence and mandate in food security and/or poverty alleviation. The WFP country office should be able to identify a small group of national and international NGOs with a strong presence and reputation in food aid and/or food security and poverty programming. Ideally, these organizations should be recognized by the government as co-participants in national or regional programmes.

Group Three: Institutional Partners Engaged in WFP Activities

National, provincial or local offices of the agencies implementing WFP activities/projects on behalf of government (water authority staff, district medical officers, agriculture extension service staff, national forest service staff, as appropriate);

Staff of national and international NGOs involved in the delivery of WFP food aid and/or the planning and completion of infrastructure assets created with food aid;

Staff of human service agencies supported by WFP food aid such as nutrition rehabilitation units, mother and child health clinics, schools, etc.

Group Four: Participants and Beneficiaries

Accompanied by project staff, the mission members should meet in group settings with participants in food for work projects, parents/children in schools, attendees of MCH clinics, etc. Groups can be comprised of village elders or representatives, women, youth, etc. These



meetings will serve as a first level test of the targeting aspects of the development activities/projects.

Past experience suggests that the WFP Country Office would benefit by arranging a consultative meeting or workshop (preferably hosted by the government) of the Team, WFP staff and key stakeholder organizations to discuss the preliminary findings of the evaluation prior to the Team's departure.

Phase III - Report writing (5 working days team members, 10 working days Team Leader):

During each phase of the CP evaluation, the team leader should confirm the duties and accountabilities of each team member. This can be easily organized around the products of the evaluation (see Annex 1 and 2) which are in turn organized around the key objectives and issues.

The team leader is responsible for co-ordinating inputs to and writing the Aide Memoire, evaluation summary and final report. Individual reports by team members may either be integrated into the final report or, where necessary, presented as annexes.

The Evaluation Team

Depending on the size and sector focus of WFP's programme in a given country, the composition of the evaluation team should be seen as flexible. The evaluation will normally be organized and managed by OEDE and the team will generally be composed of three to four members, including the team leader. The team should contain the following expertise:

- Development planner/economist
- Rural development/household food security expert
- Socio-economist-cum-gender expert

An effort must be made to ensure that one team member is a locally recruited national consultant who has credibility with key stakeholders in the national government.

Timetable and Itinerary

Review/finalize evaluation TORs	August
Planning/desk review	16 –18 October
Briefing at WFP Rome	16– 18 October
Travel to Lusaka	19 October
In-country mission	20 October-10 November
Debriefing of Country Office *	07 November
Travel to Rome	11 November
Debriefing at WFP Rome	December
Deadline for Final Evaluation Report	15 December
Deadline for Evaluation Summary	30 December

(*) If possible, Maputo Cluster Office to attend;



07 –10 November period to be used for further data gathering and revising Aide Memoire on the basis of debriefing feedback.

Organization of the Mission

Role of the Team Leader : Will finalize the methodology and key issues for the evaluation. This will be done in consultation with the OEDE Evaluation Officer. He/she will also clarify the role and input of each team member, including individual requirements for the Aide Memoire, Evaluation Summary and Final Report. With assistance from the WFP Evaluation Officer, the team leader will define any preparatory work required by the CO and/or local consultants prior to the mission (at least 2 weeks notice should be given to the Country Office). The team leader will assume overall responsibility for the mission, and will synthesize the inputs from all sources in order to produce the necessary outputs.

The Team leader is responsible for producing the following outputs :

Aide Mémoire for presenting the mission’s early findings and recommendations at the final debriefing of the Zambia Country Office and at HQ ;

Final Evaluation Report; and

Evaluation Summary Report for presentation to the Executive Board.

The team leader will present the team’s findings at all debriefings and will ensure that all deadlines are met for the above outputs.

Role of the other team members : To provide technical expertise according to individual skill sets, and to provide written inputs to the Aide Memoire, Evaluation Summary and Final Report under the guidance of the Team Leader and WFP Evaluation Officer.

Role of the WFP Evaluation Officer : To provide support to the overall evaluation exercise as necessary, which includes liaising between team members, relevant units at WFP headquarters, and the country office. She/he will also ensure compliance with the intended thrust of the evaluation, and that the necessary logistical support is provided by WFP HQ and the CO.

Role of the Zambia Country Office : To advise on the timing of the evaluation. To ensure that the evaluation outputs are available for the preparation of the CSO. To ensure that all necessary documents required to plan the evaluation and undertake the desk review are provided in a timely manner. To assist with the identification and hiring of local consultants as required. To ensure that any necessary preparatory work is undertaken in-country prior to the arrival of the evaluation team, and to facilitate the work of the team while in-country. To prepare and organize the mission in-country itinerary, and organize the CP evaluation workshop/briefing/debriefing.

Products of the Evaluation

Aide Mémoire for debriefing the Country Office and HQ (maximum 5 pages)

deadline : 06 November

Final Evaluation Report and Recommendation Tracking Matrix

deadline :15 December

Evaluation Summary Report (maximum 5000 words)

deadline : 30 December



All reports will be prepared in English and must be written in conformity with the outlines in Annexes 1 and 2. Draft versions of the Evaluation Summary Report and Final Report will be reviewed by the OEDE Evaluation Officer prior to being finalized.

The Evaluation Summary Report, technical reports and Final Evaluation Report must be submitted in hardcopy accompanied by an electronic version. If applicable, annexes should also be made available in WFP standard software (ie. Microsoft package). For ease of processing, the Summary Report should be submitted as plain, unformatted text only (no paragraph numbering, limited bold, underline, etc.).

The mission is fully responsible for its independent full report, which may not necessarily reflect the views of WFP.

The evaluation shall be conducted in conformity with these terms of reference and under the overall guidance of OEDE.



ANNEX 2

Indicative Checklist for Meeting the Commitments to Women & Mainstreaming a Gender Perspective

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
Commitment I: Provide Direct Access to Appropriate Food for Women					
Does the Country Programme make a real effort to get food into the hands of women, e.g. through women's ration cards?	Over 80 percent participants on the UFFA Programme Component are women and these receive food directly. The Supplementary Feeding Programme Component mainly targets malnourished children and under weight expectant and nursing mothers and for all the components, food is given directly to women.	X			
Do the CP activities address micronutrient deficiencies amongst women and children?	The CP addresses micronutrient deficiencies through the Supplementary Feeding component which targets malnourished under five children as well as underweight expectant and nursing mothers in health centres in targeted areas.	X			
Do the CP activities consider local cooking and eating habits?	The determination of the food basket among other things takes into account the local cooking and eating habits.		X		
Have women been consulted in determining the food basket?	Consultation of women was facilitated through the baseline survey.	X			
Are female-headed households given special attention because of their greater poverty and time constraints?	Of the about 80 percent female participants under the UFFA Programme Component, the selection is based on vulnerability status among which being a FHH ranks high.	X			
Does the CP make an effort to reduce the security and/or health risks women face when collecting food?	Under the development activities of the CP being implemented, there are no risks presented to participants/beneficiaries when collecting food.	X			



Full Report of the Evaluation of the Zambia Country Programme

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
Commitment II: Take Measures to Ensure Women’s Equal Access to and Full Participation in Power Structures and Decision-Making					
Does the CP address women’s strategic needs, i.e., use an approach that challenges traditional gender roles and empowers women? Describe how.	The infrastructure works of the UFFA CP Component include road, drainage, latrine and refuse box construction/rehabilitation, all of which are traditionally considered to be men’s roles. Acquisition of these skills has built the confidence of women and provided them with skills which they will be facilitated to utilise to earn an income. However, there is need to provide for the care of children while the women are at work.	X			
Does it address gender relations? Does it bring men into the dialogue around the issues of women’s status?	Men involved in the planning and management of the CP activities including the UFFA, have been exposed to issues of women and gender issues in general, although more gender sensitisation is still required. At the community level, community mobilisation and sensitisation on relevant community development issues including gender, requires to be strengthened.			X	
Commitment III: Take Positive Action to Facilitate Women’s Equal Access to Resources, Employment, Markets and Trade					
Are Country Programme resources deliberately targeted to women and girls where there is a big gender gap, i.e. of 25%? ¹² (This includes most WFP-assisted countries.) What is done?	All the CP components had a strong focus on women and girls at the design stages. The UFFA and Supplementary Feeding Components also had a focus at implementation stage although there is still need to ensure that deliberate efforts are taken to appoint equitable numbers of female programme implementing staff, particularly at community level under the UFFA Component..		X		

¹² For information on the gender gap in your country, contact the Senior Gender Advisor, SPP at HQ.



Full Report of the Evaluation of the Zambia Country Programme

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
	<p>The Disaster Management and Mitigation component requires to intensify community sensitisation activities to ensure that adequate numbers of women are trained in mitigation activities which will also ensure women's participation in food management at the community level.</p> <p>There is need to complete the formulation of the Girls' Education Component document so that activities can commence without further delay.</p>				
Does the CP have incentive programs to address the gender gap in primary education? What are they?	<p>The CP has a Component that was supposed to contribute to addressing the gender gap (affecting girls) in primary education. However the Component document has not been finalised and approved as a result of weak CP co-ordination mechanisms.</p>	X			
Do women participate in FFW? As labourers or also as decision-makers? Do they control the assets created?	<p>80 percent participants in the UFFW activities that are on going are women who participate as labourers and work team leaders/spokespersons. However, there is need to take deliberate measures to increase women's participation at the higher levels e.g. by having more women in the Resident Development Committees of participating communities and appointing more female project community development officers.</p> <p>The assets that have been created include roads, drainage systems, pit latrines and waste bins. These are more of community assets to which women do not have special ownership.</p>		X		



Full Report of the Evaluation of the Zambia Country Programme

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
Is there any opportunity in the CP for women to learn new skills through FFT for greater development sustainability?	The CP incorporates training activities in road, drainage, pit latrine and waste bin construction; entrepreneurship, functional literacy and Reproductive Health for achieving sustainable development objectives. However, the skills training component requires to be reviewed and action taken to ensure that all participants are trained and that the training is beneficial. In addition, the facilitation of starting viable income activities through necessary linkages with appropriate programmes is critical for the training to yield the desired results.		X		
Does the CO engage in advocacy under the CP on behalf of women? For gender equity? To leverage resources for partnership work?	The CO undertakes advocacy for women's issues as part of its efforts to mainstream gender in the CP process. To facilitate this, the CO has appointed a Gender Focal Point and have provided training for programme staff and development partners in gender and development. Efforts have been made to consolidate the promotion of gender considerations through seeking partnerships in planning and implementing CP activities – particularly for the Girl Child Education project, incorporating Reproductive Health into CP activities and participation in the UN Theme Group on Gender.		X		
Commitment IV: Generate and Disseminate Gender-Disaggregated Data for Planning and Evaluation					
Are the M&E systems used in the CP sensitive to gender? Explain how.	The M&E indicators are weak on gender. However, the CO recognised this problem and have since carried out a comprehensive study to assess the gender responsiveness of the CP activities which have among other recommendations, included gender M&E indicators.			X	
Is qualitative information sensitive to gender also collected?	Both the quantitative and qualitative indicators require to be engendered.			X	



Full Report of the Evaluation of the Zambia Country Programme

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
Does the CP look at inputs, outputs outcomes and impact from a gender perspective?	There is need to improve the participation of communities/participants in determining project activities and implementation, assets to be created, selection of participants and how they can be effectively reached under all the CP projects. In addition, gender training for CP planners, implementers and managers as well as sensitisation of communities, require to be strengthened or undertaken as an urgent measure. These actions should improve the gender responsiveness of the CP in all respects.			X	
Commitment V: Improve Accountability of Actions Taken to Meet the Commitments					
Are WFP staff held accountable in the CP for meeting the Commitments to Women and mainstreaming gender? How?	The CO is in the process of preparing a guide for Programme Staff to ensure that they include clear indicators on 'what' and 'how' they will do to incorporate gender considerations in their Annual Performance Plans which will then be used to assess their performance in this regard.			X	
Is the Gender Focal Point given sufficient authority? Support?	The Gender Focal Point has been appointed and trained and she is in the process of developing an implementation plan for operationalising the incorporation of gender considerations in the CP by the CO and development partners. However, there is need to free the Focal Point from a heavy programme portfolio to enable her to focus adequately on gender and development issues.		X		
Are implementing partners held accountable for meeting the Commitments to Women and mainstreaming gender, e.g. through inclusion in LOU's and MOU's? How?	The incorporation of gender indicators in the M&E system, will be an effective way of encouraging national partners to address women and gender issues. However, training in gender analysis and programming is absolutely essential if positive results are to be obtained. Commitment by the partners is there and it is supported by the National Gender Policy.			X	



ANNEX 3
Indicative Checklist for Activity/Project Level of Compatibility With Enabling Development¹³

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
1. Government Commitment					
National food security strategy or other enabling policy in place – identify policy	The Zambia Agricultural Sector Investment Programme targets adequate national and household security as well as ensuring special access to food by vulnerable groups, although it focuses primarily on the decentralisation and privatisation of service delivery rather than creating conditions conducive to long-term improvement of agricultural productivity		X		
Inter-ministerial cooperation established – note any committees, mechanisms	An inter-ministerial committee exists but this is an internal government institutional mechanism on which WFP does not sit as an equal partner. There is an institutional vacuum between the CP decision-making level (IMCC) and the implementation level. The establishment of a technical sub-committee should enhance the efficiency and effectiveness of CP implementation and promote complementarity and synergies between the various implementation partners.		X		
Committed to targeting the poorest – including women – references in CP agreement or activity designs	The CP has used the VAM data of 1996 to target food-insecure districts and disaster-prone areas. Women are specifically targeted and receive food directly e.g. in UFFA, 80% of women are targeted, and in the SF activity, female-headed households rank high among those receiving assistance.	X			

¹³ This Checklist is Derived From the Completed Checklist Presented in the Document: *Time For Change: Food Aid and Development - Enabling Development in Practice*, WFP, May 1999.



Full Report of the Evaluation of the Zambia Country Programme

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
Staff and other human resources assigned in line with capacity – any references to insufficient or under-qualified counterparts	Staff and human resources assigned are insufficient to meet the demands of implementing development and emergency activities in terms of programming.			X	
Related capacity building measures identified if problems occur in qualifications and availability of counterpart staff	Although there is need to enhance the capacity of counterpart staff through training and capacity building resources have not been adequately allocated for such under taking			X	
2. Coordination					
Programme refers to and conforms with priorities of UNDAF/CCA – cite reference in CP and activities to UNDAF/CCA	There is evidence of substantive progress towards joint programming in the context of the CCA/UNDAF process. The CSO and CP drew inputs from the CSN and the Situation Analysis that was a joint product of the UNCT in Zambia. UN agencies on the JCGP have agreed to harmonise and synchronise their respective cycles effective Jan 1 2002. The UFFA activity document incorporates inputs from UNFPA in the form of training in reproductive health skills for participants and UNDP is to provide TA to the project in capacity-building. In addition, funding for the DMMU was provided on a cost-sharing basis with UNDP. Under the SA on Girls' Education, WFP has sought the collaboration of UNICEF, UNFPA and FAO.	X			
Complementary linkages with other partners – evidence of participation of non-traditional and non-governmental partners	GTZ has provided TA in support of micro-credit activities under the UFFA exit strategy	X			



Full Report of the Evaluation of the Zambia Country Programme

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
3. Operational Partners					
Identify operational partners – cite key operational partners by activity	UFFA/PUSH and local authorities under the Ministry of Local Government. EMOP-UNHCR Supplementary Feeding-MOH, NGOs.		X		
Operational partners chosen for effectiveness	NGOs; church-affiliated groups who are in direct and constant touch patients and households.	X			
4. Understanding Needs					
<i>Consumption Needs</i>					
Food consumption problem adequately identified? – cite references to VAM or other mapping/targeting exercises and information	FAO food balance sheets show that daily <i>per caput</i> caloric intake has dropped from a peak of over 2,300 kcal. in the mid-seventies to 2,142 in 1980/82, and to only 1,954 in 1992/94; this is below the recommended daily intake of about 2,300 kcal. The 1994 WB Zambia Poverty Assessment Study found 68% of Zambians to be poor, worsening to 78% in 1996, with 66% being extremely poor (CSO 1996). 1996 USAID/WFP VAM baseline study and various needs assessment surveys since then.	X			
Nature of the food consumption problem – geographic location, affected population, severity	Geographic targeting uses information on health, education, agriculture, employment, housing and basic demographic characteristics and consumption to develop district level ranking according to achievement of the population's basic needs; the results of this analysis were used to formulate options for the geographic coverage and resource allocation.				



Full Report of the Evaluation of the Zambia Country Programme

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
Key indicators of the food consumption problem – indicators cited in CP and activity documents	Lack of access to food and income, incidence of HIV/AIDS; number of at risk and malnourished under five children receiving food rations whose nutritional status has improved; number of at risk pregnant women and hospitalised severely malnourished children.	X			
<i>Consumption/Investment Link</i>					
How food was linked to the development opportunity in CP and activity plan	Emphasis has been placed on providing opportunities for beneficiaries to acquire transferable skills that would improve their access to food, income and employment and accrue savings for what could have paid for food	X			
5. Creation of Lasting Assets					
Which assets were created and for whom?	Assets created included roads, drainage infrastructure, waste bins and VIP latrines.		X		
Which are the sustainable benefits from the assets and for whom?	Improvement of the environment for participating households and communities as a first step in the upgrading and legalisation of “squatter” settlements by local authorities. Acquisition of infrastructure construction, repair and maintenance skills has strengthened individual self-confidence, especially of women and provided them with potential income-earning skills.		X		
6. Reaching the Right People					
Indicators used to identify geographic areas and target groups within these areas	Food insecurity, levels of unemployment and malnutrition.	X			



Full Report of the Evaluation of the Zambia Country Programme

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
Are women equally targeted?	“self targeting “phrase applied under the FFA activities in reference to women automatically comprising the majority of willing participants is not a positive one(this is opposed to men who are often not willing to participate in FFA activities but prefer payment in monetary terms) although 80% of women are targeted, women participate not only for their own benefit but more of a sacrifice for the benefit of their children, male household members including spouses		X		
Do targeted areas match with most food insecure areas?	Geographic areas selected for activity implementation are consistent with food insecure areas in the peri - urban and urban areas where a problem of food consumption is evident.	X			
Methods/techniques used to identify groups of participants within a geographic area – cite methods noted in activity summaries.	Group based targeting and consultations with the Resident Development Committees		X		
7. Participation					
Project participants involved in planning, implementation and/or monitoring	Participants in the ongoing activities have not been adequately involved in the planning and monitoring of activities. There is a need for increased participation in identification and selection of activities to be carried out.			X	
Participatory tools and methods used	Wealth ranking, food calendar, PRA techniques such as resource and social maps under the UFFA		X		
Mechanisms used for Facilitating participation	The basic activities use community meetings and training sessions as mechanisms for facilitating participation in the activities.		X		



Full Report of the Evaluation of the Zambia Country Programme

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
How women and men were involved in decision making – cite references in activity documents to special measures to encourage full participation in decision making	Decision-making is limited to male participants in the Resident Development Committee and a few women selected as gang leaders. There is a need to increase equitable participation in the decision making to encourage full participation and ownership of programmes by the communities.			X	
8. Cost Effectiveness					
Alternatives examined for meeting food aid objectives					
Measures introduced to minimize costs	The CO has tried to be cost-efficient and effective in delivering food to the beneficiaries but inadequate resources with implementing partners particularly, the Supplementary Feeding programme as regards EPD, has limited the effectiveness of this intention		X		
9. Technical Quality					
Activity appraisal mission?	Activity appraisal mission was conducted from 16 th through 4 th December, 1999 for the basic activities RFFA, UFFA and Supplementary activity	X			
At what stages of programme cycle was technical expertise used?					
From Where (FAO,ILO,UNESCO,WHO)?	UFFA, RFFA – ILO Supplementary Feeding – WHO	X			
Criteria used for sustainability of assets?	Activities targeted at building community capacities for planning and managing projects and facilitating the formation of graduates into viable small contractor groups have not yet started posing a threat of leaving gaps in the skills development for self reliance and sustainability of acquired assets			X	



Full Report of the Evaluation of the Zambia Country Programme

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
Conditions under which WFP assistance no longer required – cite reference in activity plan					
10. Market Impact					
Analysis of food aid imports or local purchase impact on local markets					
11. Demonstrating Results					
Performance indicators established and in use?	The programme has not adequately focused on results but on input delivery due to weaknesses in the monitoring and evaluation. It is envisaged that CO puts in place a simple and progressive monitoring system in order to demonstrate the results of its activities more effectively.			X	