

OPERATION EVALUATION

[Zambia – Country Programme 200157]

A mid-term evaluation of WFP's Country Programme (2011-2015)

Management Response

November, 2014



World Food Programme

Management response cleared by:

Country Director: Simon Cammelbeeck, 27th November 2014

Detailed responses to evaluation recommendations

Evaluation Recommendations	Management Accepted, partially accepted or not accepted and COMMENT on the Recommendation, providing clear reasoning for partially accepted and not accepted	Management - Action to be taken			
		Action	Responsible CO unit	Timeframe	Further funding required (Y or N)
<p>Recommendation 1: Concentrated focus in relevant technical assistance areas: The ongoing UN Country Team-led contextual assessment being prepared for the next UNDAF is the most pressing opportunity for the CO to define a relevant role for itself in Zambia's future. WFP would be most influential in explaining the food and nutrition needs that persist despite the country's high food production and Lower Middle Income Country status. As soon as possible the CO should: (1) commission a situation analysis for the groups with whom it traditionally works and (2) perform an institutional assessment of the policies and programmes (and the capacities of those delivering them) designed to meet food and nutrition needs of these people. By performing a gap analysis between the two, the CO could define in a strategy what WFP wants to achieve through technical assistance in Zambia, and it would help the CO to articulate what it does and why to donors. The analysis would define when WFP's TA support should end, which could be used to design much-needed exit plan, and, if a strategy for TA were matched with a flexible operational plan, it may reduce the costs of its operations.</p>	<p>Accepted- the UN is currently undertaking a Country Assessment which will cover these sectors in preparation of the 2016 – 2020 Development Assistance Partnership. The Concept Paper for the new CP ('16 – '20) will incorporate UN position, and with stakeholders analyze the comparative advantage of WFP Zambia. An in-house capacity analysis will be undertaken to establish the capacity gaps and identify remedial actions.</p>	<p>Develop Concept Paper. A human capacity gaps analysis will be undertaken in view of the CO focus areas and the nationally identified priorities</p>	<p>Programme HR</p>	<p>2015</p>	<p>No</p>
<p>Recommendation 2: Social Protection: Social protection is a high-priority area in Zambia and is reaching beneficiary groups within WFP's remit. Furthermore, it is clearly an area where WFP is filling a gap not covered by others. The CO should, for the next 18 months, support the current government priorities in social protection and nutrition through the following:</p> <p>a) Provide TA to advance the finalisation of the School Feeding and Social Protection policy documents</p>	<p>Accept- the Social Protection Policy has already been developed- WFP participated in this process. There is no SF policy yet, but WFP with Government have initiated this process. The MDT support to the Social Cash Transfers and the engagement with the private sector is</p>	<p>SF policy development ongoing Continue with the convening actions around private sector engagement</p>	<p>Programme MDT</p>	<p>2015</p>	<p>Yes</p>

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<p>b) The CO should use its convening power to make functional the multi-stakeholder secretariat and to provide TA to the government in convincing the line ministries to commit to a national budget for School Feeding. A specific advocacy strategy might be necessary to help the ministries understand the importance of their investment.</p> <p>c) For the remainder of the CP the CO should maintain the existing collaboration with the MCDMCH to support the rollout of the new social cash transfer system.¹ To determine whether there is a greater use for the this sort of technical support, WFP Zambia should explore 1) whether and where else MDT would help the government become effective and efficient in improving the food and nutrition needs, and, if the need is established; 2) draw specific lessons across its MDT experience to create a niche in system strengthening. The CO could explore this over the next six months and in the next year consult widely on how this expertise could be integrated better into the next country programme.</p> <p>d) Making use of its existing multi-sectoral relationships, the CO should position itself as the lead in engaging the private sector as part of the multi-stakeholder agenda to combat malnutrition in Zambia. The proposed Nutrition Commercialization Strategy to identify nutrition business models (e.g. SF, bio-fortification) is a promising niche for the</p>	on-going.				

¹ The Brazil model offers a good reference point for of social protection because of the wide range of social interventions that the (Brazilian) Ministry of Social Development is using to fight poverty and hunger. The CO has already acknowledged this and has made an exchange visits and subsequent action plan to learn the lessons. The MCDMCH could benefit from additional technical support from the CO which could help articulate specific programmes to address poverty and food insecurity of vulnerable groups.

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CP and would attract donors interested in wide-reaching approach for addressing malnutrition. The ET feels that the CO is well positioned for this type of activity since it has a voice in the high level discussions on the current nutrition in Zambia.					
Recommendation 3: HGSF: Finalize exit plan and decentralize implementation: For the remainder of the current CP WFP should finalise the development of its phase out plan ² for the SF, and do so in consultation with the government and all relevant stakeholders so that implementation of the plan can begin shortly after this CP. While the MESVTEE should take the policy lead, WFP should promote a decentralized implementation system for the HGSF at the province and district levels so that the District Education Boards are given the flexibility to manage the logistics of local distribution more efficiently.	Accept- The CO will in close collaboration with the Centre Of Excellence in Brazil develop a HGSF Policy. CO will carry out a SABER exercise, which will identify policy and institutional gaps for HGSF and identify national action points to address these. The HGSF Policy will also highlight issues of Government capacity to implement complex HGSFP. This analysis will guide the CO and government on the timeframe for WFP's exit and steps required to enable that.	Facilitate the development of the policy framework; in the meantime, continue with ongoing projects that strengthen Government's capacity to implement the HGSFP Conduct the SABER	Program me	2015	Yes
Recommendation 4: HGSF: Support scale up; use pulse procurement: For the HGSF's scale-up plan WFP should play an advisory role and provide technical assistance for expanding school feeding to the remaining geographical locations. WFP should start establishing the market linkages now but use direct involvement in the procurement of pulses until the linkages	Accept- a number of pilot activities such as the identification of local nutritious foods, the decentralized procurement, prevention of post-harvest losses through the use of PICS bags etc are being implemented to	Integrate lessons learnt from the P4P into the HGSFP Continue with implementation of the pilots	Program me	2015	Yes

²The phase out plan should comprise of a budget and a detailed work plan that provides quantification, monitoring, and a summation of agency-specific milestone achievements. The plan should identify who will assess district readiness for complete takeover and who will provide reinforcement support for non-ready entities; readiness criteria should be developed together with the District Education Board and their Planning Officers.

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are established, and then gradually withdraw for full takeover by the government towards the mid-point of the next CP.	inform how WFP will procure, store and distribute, the pulses.				
<p>Recommendation 5: Food security and nutrition: Build a national expertise pool in nutrition.</p> <p>To help generate better understanding of nutrition in Zambia the CO should, over the course of the next CP, help build a new cadre of national nutritionists who will disseminate ideas and build the capacity of the government. The CO should work through national universities that train nutritionists, and upgrade their nutrition curricula by introducing cutting-edge interventions. It could also facilitate exchange visits for experienced Zambian nutritionists with countries modelling successful nutrition programmes.³ Scoping work for this could begin within the remainder of this CP, and the relationships built would be useful for building momentum behind the SUN movement.</p>	<p>Not accepted: DFID, Irish Aid and SIDA through the SUN Fund are already supporting the training of nutrition students at degree level - moreover, the CO does not feel it has the capacity and expertise to undertake this. However, CO will continue to build synergies with other partners such as the University of Zambia (UNZA) that are carrying out the Nutrition Degree course under the SUN Fund and the National Food and Nutrition Commission, which is coordinating all nutrition interventions in Zambia</p>	Explore cooperation with UNZA to offer students practical opportunities in our projects	Programme	2015	No
<p>Recommendation 6: Disaster Risk Management: Expand resiliency building initiatives: WFP should repurpose its DRM work towards building resilience to disaster, thus providing a strong message within Zambia that resilience is a desirable goal. This would capitalise on the start already made by the CO, and if successful would bring benefits, such as livelihood and gender-related improvements, beyond disaster preparedness. The CO's plans to implement the Rural Resilience Initiative 'R4' in Zambia could yield these benefits, and, because of</p>	<p>Accepted:</p>	Integrate within the Country Analysis of the UNDAF elements of the Rural Resilience Initiatives which WFP is leading; Start the	VAM	2015	Yes

³ The nutritionists would gain practical experience that they could bring back to Zambia with the stipulation of committing at least three years at the MCDMCH (national and district levels) and train junior staff.

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their pre-disaster and farmer-oriented approach, have the potential to be linked to the P4P. ⁴ New initiatives, such as the CAPRO are already demonstrating to the government what is possible, and are assisting the DMMU move in two essential directions: from response, or 'reaction', to resilience building, and from coordination to implementation. The CO should aim by the end of the next CP to helping the DMMU cover the most disaster affected areas in Zambia with resiliency projects, and by that stage they should be DMMU-led.		implementation of the R4 project using the four risk management strategies to ensure communities resilience to climatic shocks is enhanced			
Recommendation 7: Strengthen district and satellite structures: WFP should help the DMMU to strengthen the basic institutional set-up of the district and satellite structures. Certain need-areas highlighted are: member retention (particularly trained members); disenfranchisement from the provincial and national level; inadequate and underused reporting structures, and; funding for basic equipment. Strengthening these components would not only be of direct value to the DMMU, but would enable these districts and communities to better apply specific DRM-related interventions from WFP and others in the future. ⁵ There is an opportunity to do this as part of the CAPRO and the forthcoming R4 programme; however, results will not be achieved quickly, and therefore it should be focus area for the entire duration of the next CP.	Accepted.	Provide technical support to the Disaster Management and Mitigation Unit in setting up district and satellite structures using newly developed Community Based Disaster Risk Management Manual	VAM	2015	Yes

⁴ R4 is a strategic partnership of WFP and Oxfam America. The name refers to the integrated risk management strategies it pursues: resource management (risk reduction, DRR asset building), weather index insurance (risk transfer), risk reserves (micro savings) and microcredit (prudent risk taking). Although an attractive proposition, there are lessons to be learned from the initiative in Ethiopia and Senegal, and the CO would benefit from an extensive review of the implementation of the project in East Africa before implementing. Particular attention needs to be paid to the SHF's understanding of insurance mechanisms and the decision making powers that women have in determining their engagement with the finance components especially.

⁵ In doing so, WFP would be utilizing its uniquely strong connection with the DMMU, although it should acknowledge that systemic factors contribute to limitations at the lower levels.

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<p>Recommendation 8: Monitoring and Evaluation: Integration of all activities: In light of the P4P, and the early promising results of the pilots to strengthen HGSP and social cash transfer systems, WFP should define a way to incorporate lessons learned from all its activities into its M&E system. This would give it better decision making powers and allow it to better demonstrate to donors its relevance and successes. Now is an opportune time as the system is currently being revised. The new mobile technology system should allow straightforward determination of performance against tangible targets using both processes and outcomes indicators. The P4P should be integrated into the next CP together with an M&E framework that facilitates simultaneous follow-up both on the demand and the supply side.</p>	<p>Partially accepted: The first step has been the re-alignment of the CP log frame with the SRF2014-2017, the design of a M&E plan for the operation and the pilot of the corporate M&E tool (COMET) ; it is however to note that WFP does not have yet a system to integrate trust fund log frames into the corporate monitoring systems which is the one followed by the CP. Ongoing efforts to integrate our work is an attempt to ensure that CO captures and make use of the lessons learnt. The initiated HGSP Policy will also help in the streamlining of the M&E system</p>	Continue with ongoing efforts to streamline the M&E system,	Programme/ M&E section with support of VAM, MDT	ongoing	No
<p>Recommendation 9: Purchase for Progress: Clarify and adapt framework. Enhance collaborative synergies - The guiding P4P design (including the log-frame) is very broad and lacks clarity in its conceptual framework particularly with regards to changes on the demand-side of WFP operations. As the P4P is brought further into a future CP, adaptation of the P4P design and M&E system is needed to reflect the activities WFP Zambia can realistically undertake based on its comparative advantage: the skills available in-house and its demand platform. Based on this it can identify where partnerships (ideally with independent funding) are needed. The ET feels that the highest need areas are on supply-side and in market analysis. WFP should now augment its collaboration with the other Rome Based</p>	<p>Accepted: We have formed a strategic partnership with FAO under FAO's conservation agriculture scaling up (CASU) project. FAO will focus on productivity and production, and WFP on postharvest handling and market access development</p>	Strengthen the partnership and ensure the entire agricultural value chain is covered	P4P Programme	Ongoing	Yes

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Agencies, taking their comparative advantages to scale to bring greater efficiency and community impact. Over the next 18 months WFP should relinquish production aspects to these independently funded partners and focussing on its core strengths.					
<p>Recommendation 10: Develop the export potential of pulses.</p> <p>The CO should use the P4P pilot and its history of maize export to exploit the possibilities of exporting pulses to WFP's food baskets in Southern and Eastern Africa. This would be a medium-term measure as there are insufficient quantities currently produced in Zambia, but assistance given to SHF to develop this production capacity would be beneficial for improving livelihoods within the security of a guaranteed market. Purchase through the CEX and established traders has proved to offer the greatest possibility for large volumes to be purchased, but further exploration on how to link WFP's small-scale intermediary partners to competitive trading systems is required. Exporting from a country where WFP continues to work towards food security may raise questions about conflicting priorities, but the CO should market it as a step towards promoting inclusive growth, and Zambia could become a case-study for WFP's transition out of food assistance.</p>	<p>Partially accepted: Pulses production to satisfy the local market still remains a challenge. Emphasis is on developing marketing linkages through the HFSFP promoting the formalization of pulses markets which could also potentially benefit exports if competitive.</p>	Pursue the collaboration with FAO, whose Conservation Agricultural Scale-Up project will target production while WFP targets post-harvest process and marketing- linking with the schools, and in the process providing a commercial window for producers.	Program me/P4P	ongoing	Yes