
**Protracted Relief and Recovery Operation (PRRO) ZAMBIA 10594.0,
“Assistance to flood victims in Zambia”.**

Duration of project	21 months; September 2008 - May 2010
Number of beneficiaries	242,600
WFP food tonnage	35,674 mt
Cost (United States dollars)	
WFP food cost	17,020,782
Total cost to WFP	36,771,478

EXECUTIVE SUMMARY

In February 2008, in the aftermath of the floods that affected several districts in the Southern, Central, Western and North Western provinces, the Office of the Vice-President (OVP) of Zambia requested assistance from the United Nations agencies to support its flood response and relief activities in the areas of infrastructure, food security, health and nutrition, water and sanitation, education and child protection. At the same time, the UN agencies in Southern Africa also launched a Consolidated Appeal Process (CAP) for preparedness and response. The strategy proposed in this PRRO follows the directions indicated in the CAP for recovery activities as well as the recommendations of the Multi-sector In-depth Vulnerability and Needs Assessment (MIVNA) carried out by the Zambia Vulnerability Assessment Committee (ZVAC) in June 2008. The food needs are those required to cover the period from late 2008 to early 2010.

Prices of maize and other staples have risen by over 25 percent and fuel by over 37 percent since January 2007. These increases already pose problems for the food insecure both in urban and remote food deficit rural areas where production costs and market prices are further increased by higher transport costs that are likely to continue rising. In consequence, the President of Zambia, in May 2008, established an Inter-ministerial Committee, on which the WFP country office and FAO have been invited to serve, to address the issues raised by soaring food prices. To assist in the search for solutions, the UN Country Team (UNCT) has also established a Multi-Sector Task Force led by WFP and FAO.

The repeated shocks that have afflicted these populations over the past seven crop seasons are compounded by the general rise in food prices in domestic and international markets. This, in turn is further exacerbated by escalating transport costs due to the steep rise in fuel prices compounded by extensive damage to the road network. In this situation, traditional coping mechanisms (reduced food consumption, loans, labour migration and sale of animals) for most of these populations have already been exhausted and their asset base has been depleted. It is anticipated that food assistance will thus be required for the duration of at least two crop seasons so as to preclude recourse to destructive coping mechanisms and enable the rapid resumption of normal life after this series of failed harvests.

The goal of the PRRO is to contribute towards improving household food security, livelihoods and nutrition of 242,600 people affected by the 2007/2008 floods and previous dry spells in severely affected districts of Zambia. To this end, the PRRO foresees a reinforcement of targeted support to safety net programmes. The main objectives are to:

1. Improve the nutritional status of food insecure households and strengthen their ability to take charge of their own recovery on a sustainable basis and withstand external shocks and natural disasters;
2. Build national capacities for formulating, implementing and managing food security and nutrition monitoring systems and interventions at central and local levels;
3. Provide additional relief assistance to identified beneficiaries as required;
4. Contribute to the mitigation of the effects of soaring food prices on populations that are already structurally vulnerable.

These objectives are consistent with the National Disaster Management Policy (NDMP) as well as WFP Strategic Objectives 1, 2, 3, and 5; and they support Millennium Development Goals 1, 3, 4, 5, 6, and 8.

The key outcomes of the PRRO are:

- Increased ability to meet immediate food needs due to floods, droughts and high food prices within targeted households;

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- Reduced level of acute malnutrition among children under five;
 - Strengthened capacity of Cooperating Partners (CP), including NGOs, community-based structures and relevant government institutions to establish and manage food assistance programmes in an effective and efficient manner.

The PRRO will help the victims of the 2007/8 floods overcome the worst effects of the disaster and support the reestablishment of their livelihoods. The beneficiaries, therefore, should not require food assistance beyond April 2010, provided that no other disasters occur during the period of the intervention. WFP will also strengthen the Government Disaster Management and Mitigation Unit's (DMMU) link to the existing national early warning system in order to ensure the integration of climatic and agricultural information for disaster preparedness and to provide timely early warning and disaster information.

1. INTRODUCTION

SITUATION ANALYSIS AND SCENARIO

The overall context

1.1 Zambia is a land-locked Low Income Food Deficit (LIFDC) country in south eastern Africa with an area of 752,614 square kilometres and a projected population of some 12.5 million people in 2008¹. It was ranked 165 out of 177 countries in the 2007 UNDP Human Development Report with a life expectancy estimated at 52.7 years with HIV and 57.5 years without HIV². Life expectancy has lowered the Human Development Index in Zambia by 5.9 percent.

1.2 Of Zambia's current population, about 64 percent are below the official poverty line. Poverty is a rural phenomenon - 80 percent - compared to urban areas - 34 percent; 23 percent of all households are headed by women; and 20 percent of all children under-19 years are orphans³. The extremely poor and moderately poor populations constitute 51 percent and 14 percent respectively of the total population - a deterioration since the 2002-3 Living Conditions Monitoring Survey (LCMS III) when they stood at 46 and 21 percent respectively. The Gini coefficient is estimated at 0.56 percent.⁴

1.3 Agriculture is the main occupation of 72 percent of the workforce and contributes to about 13 percent of GDP⁵. Smallholder subsistence farms dominate the sector and account for about 80 percent of total agricultural production (maize and cassava). Growth in agriculture has lagged due to inefficient farming practices, lack of agricultural inputs, dependence on rain-fed agriculture and poor marketing outlets. Food production is further constrained by the rapid changeover in the sector to industrial crops (cotton and tobacco) by all farmers as well as market disincentives for local producers from cheaper imported foods. Poor agricultural performance contributes to continued food insecurity throughout Zambia. The LCMS III indicates that about 76 percent of food crop farmers are food insecure. They are predominantly women and endure severe shortfalls during the lean season, between September and February, mainly owing to the inadequacy of rainy season agricultural production.

The Problem

1.4 Zambia is subject to two major climatic constraints: recurrent droughts and floods. Droughts are the more frequent of the two, with their impact being most heavily felt in the agriculture sector⁶. In the previous and current agricultural seasons, 2006/7 and 2007/8, crop failure has been caused by floods. Since 90 percent of Zambia's farmers are smallholders dependent on rainfed agriculture, they remain highly vulnerable to recurrent food insecurity caused by erratic climatic conditions. The spread of livestock diseases in the flood-affected areas

¹Zambia 2000 Census of Population and Housing (Population Projection Report): medium variant with AIDS

²Central Statistical Office, Monthly Report, June 2008

³Living Conditions in Zambia (LCMS) IV, 2006, Central Statistical Office, November 2007.

⁴2007 Zambia Budget Speech

⁵CSO Monthly Report, June 2008

⁶Drought Incidence in Zambia Over The Thirty Year Period 1970/71 – 1999/00, Paper Presented to Second International Conference on Tropical Climatology, Meteorology and Hydrology by Maurice Muchinda, 2001

has also significantly reduced livestock numbers and the availability of draught animals in the smallholder farm sector.

1.5 Prices of maize and other staples have risen by over 25 percent and fuel by over 37 percent since January 2007. These increases already pose problems for the food insecure both in urban and remote food deficit rural areas where production costs and market prices are further increased by higher transport costs that are likely to continue rising.

1.6 The situation is exacerbated by high levels of poverty which make the livelihood base of the poor vulnerable and fragile. This is further compounded by limited access to improved agricultural inputs and a weak agricultural extension system. These factors, coupled with other macroeconomic variables, make it extremely difficult for small-scale farmers to recover from climatic shocks in less than two rainy seasons. Thus the present situation is particularly dire for these populations in terms of food insecurity and asset depletion given that, in four out of the seven crop years since the 2001/2002 cropping season, Zambia has suffered periodic catastrophic crop failures due to erratic rainfall patterns.

1.7 During the 2006/7 agricultural season, floods in the north and prolonged drought in the south resulted in a steep drop in yields of the staple maize crop in the affected areas. The ZVAC estimated that some 440,866 people needed 31,742 mt of food assistance. WFP supported 161,000 of this caseload during the lean season from October 2007 to April 2008 in the Western and North Western provinces.

1.8 In the just ended 2007/8 crop season, extensive flooding has again caused a steep drop in maize yields (20 to 60 percent) in most districts, mainly in the Southern, Central, Western and North Western provinces. Indeed, the Central Statistical Office (CSO) Monthly Report of June 2008 indicated that farmers expected that they would be unable to harvest 41 percent of the land under maize due to floods/water logging, drought and lack of fertilizer. This has been confirmed by the Multi-sector In-depth Vulnerability and Needs Assessment (MIVNA) in June 2008, which also found that 66 percent of the road infrastructure had been destroyed and, as a result, 444,624 people in 21 of the 39 districts assessed were in need of immediate food assistance.

1.9 The repeated shocks that have afflicted these populations over the past seven crop seasons are compounded by the general rise in food prices in domestic and international markets. This, in turn, is further exacerbated by escalating transport costs due to the steep rise in fuel prices compounded by the damage to the road network. In this situation, traditional coping mechanisms (reduced food consumption, loans, labour migration and sale of animals) for most of these populations have already been exhausted and their asset base has been depleted. It is anticipated that food assistance will thus be required for the duration of at least two crop seasons so as to preclude recourse to destructive coping mechanisms and enable the rapid resumption of normal life after this series of failed harvests.

The food security and nutrition situation

1.10 Households in rural areas depend for food mostly on their own production (55 percent of total consumption expenditure, compared to only 4 percent for urban households).⁷ The

⁷ LCMS III.

MIVNA found that, in the most vulnerable drought-prone areas, this proportion was as high as 80 percent. This finding confirms these households' extreme vulnerability to production-related food insecurity.

1.11 In Zambia, clinical data show that the number of hospital admissions of severely malnourished children peaks during the lean season (October to February). The MIVNA confirmed this trend, with lean season underweight (weight for age) as high as 31 percent in some districts, against the 14 percent national threshold indicated by the Ministry of Health. This nutritional situation is expected to worsen further in the flood-affected districts due to poor sanitary conditions as well as the limited and decreasing food availability caused by the widespread crop losses.

2. POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, capacities and actions of the government

2.1 WFP Zambia aligns its activities with existing government policy instruments, with interventions based on the United Nations Development Assistance Framework (UNDAF) for Zambia (2007-2010) and the Joint Assistance Strategy for Zambia (JASZ). Of particular relevance for emergency situations is the Government of the Republic of Zambia's (GRZ) 2005 National Disaster Management Policy (NDMP). GRZ recognizes that recurrent disasters place an additional burden on the capacity of communities and households to secure and restore their normal livelihoods. Thus, the National Contingency Plan, within the framework of the NDMP, encompasses disaster preparedness, mitigation, response, restoration and prevention as key components of national policy. Disaster-related interventions are led by the Office of the Vice-President (OVP) through the DMMU.

2.2 In the context of the Decentralization Policy, GRZ has devolved responsibility *inter alia* for service provision to the district level where implementation capacity is weak and in urgent need of strengthening. At this level, and relevant to emergencies, are the Provincial Development Coordinating Committees (PDCC), the District Development Coordinating Committees (DDCC) and the District Disaster Management Committees (DDMC). This institutional framework, complemented by NGOs and Community-Based Organisations (CBOs), forms a solid basis for intervening effectively and efficiently in response to relief and recovery needs.

2.3 In February 2008, the OVP requested assistance from the United Nations agencies, to support its flood response and relief activities in the areas of infrastructure, food security, health and nutrition, water and sanitation, education and child protection. At the same time, the UN agencies in Southern Africa also launched a CAP for preparedness and response. The strategy proposed in this PRRO follows the directions indicated in this CAP for recovery activities as well as the recommendations of the July 2008 Zambia Vulnerability Assessment Committee (ZVAC) MIVNA report.

2.4 In May 2008, in the face of soaring food, fertilizer and fuel prices, the President of Zambia established an Inter-Ministerial Committee, on which WFP Zambia has been invited to serve, to address the issues involved. Its Terms of Reference are as follows:

- To deal with the transition of managing the situation of rising food prices;
- To examine factors related to the situation;

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- To develop an action plan that will ensure sustainable food production in the short, medium and long-term; and
 - To operationalise the development of irrigation.

This has been followed by the establishment of a Multi-Sector Task Force by the UNCT in July 2008, to assist the Government in the search for solutions and to ensure a coordinated response by the UN system.

2.5 At the same time, under the aegis of the Joint Initiative on Soaring Food Prices of the Rome-based agencies – FAO, IFAD and WFP - an inter-agency mission was fielded in the second half of July 2008 to help Zambia develop a Country Action Plan in response to high food prices through a consultative process.

Policies, capacities and actions of other major actors

2.6 Various actors⁸ within the UN family and civil society, have plans to supplement efforts to address humanitarian relief needs and promote recovery through food for education and the promotion of livelihood-based food security. A strong networking and collaboration culture exists among partners⁹ in terms of programme synergies, common assessments, real-time evaluations and geographical targeting.

2.7 FAO has recently launched a project under its Technical Cooperation Programme “to hasten increased agricultural productivity and production among the resource poor small scale farmers through urgent input support”. The project “Input supply to vulnerable populations under the Initiative on Soaring Food Prices (ISFP)”, will run for one year from July 2008 to June 2009 and aims to provide maize and legume seeds as well as fertilizers to 4,200 smallholders in the flood-affected districts, who are also part of the WFP beneficiary caseload. WFP will coordinate its productive safety net support to these farmers - Food for Assets (FFA) for water resource management and land preparation- with FAO’s activities under this project.

2.8 In July 2008, WFP established a Task Force on Rising Food Prices and set aside special additional resources to provide immediate assistance to the most seriously affected countries.

Coordination

2.9 The DMMU coordinates contingency planning together with UN humanitarian organizations, NGOs and the Zambia Red Cross. The DMMU will chair stakeholders meetings to define needs. Stakeholder participation in DDMCs will ensure that activities and assistance at district level are coordinated through the governments’ institutional arrangements. WFP will ensure participation in such committees at the Lusaka and district levels through its existing country office and sub-offices.

2.10 The Inter-Ministerial Committee on Rising Food Prices will ensure the coordination of government policies and actions. The United Nations Country Team (UNCT) task force will

⁸The UN Country Team, the Cooperative for Food Security, Agriculture, Aid Resilience and Markets (C-FAARM), a consortium of NGOs comprising Land O’Lakes, Catholic Relief Services, Cooperative Assistance for Relief Everywhere (CARE), World Vision International, Action Aid and the International Federation of the Red Cross

⁹For example, USAID-supported NGOs have adopted common approaches

develop a Plan of Action for the UN agencies in relation to the rising food prices issue as well as ensuring integrated implementation of all operations and activities carried out by the UN agencies in this domain.

3. OBJECTIVES OF WFP ASSISTANCE

3.1 WFP Zambia has responded to these food crises through the approved three-year PRRO 10310 “Assistance to Populations in Southern Africa Vulnerable to Food Insecurity and the Impact of AIDS”. Following government policy, WFP has combined relief distributions with labour-based FFA activities and expanded community schools and nutrition feeding activities to meet the relief food requirements. Both the PRRO and the Country Programme (CP) strategically target groups that can augment agricultural productivity and reduce overall vulnerability to recurrent household food insecurity, both specific national goals

3.2 WFP’s FFA programme already provides productive safety nets and contributes to economic growth among the most vulnerable. FFA supports the creation/rehabilitation of productive rural assets (e.g. conservation farming) so as to increase the population’s resilience to problems such as drought and floods. WFP will seek to do this within an overall watershed management approach. FFA and Food for Training (FFT) are targeted at the most vulnerable and strengthen smallholders’ capacity as well as building rural assets that enable sustainable economic growth, thereby decreasing vulnerability to shocks. WFP will support training and study tours for district and sector authorities to increase their capacity to formulate and implement social protection programmes.

3.3 The goal of the PRRO is to contribute towards improving household food security, livelihoods and nutrition of 242,600 people affected by the 2007/2008 floods and previous dry spells in severely affected districts of Zambia. To this end, the PRRO foresees a reinforcement of targeted support to safety net programmes. The main objectives are to:

- Improve the nutritional status of food insecure households and strengthen their ability to take charge of their own recovery on a sustainable basis and withstand external shocks and natural disasters;
- Build national capacities for formulating, implementing and managing food security and nutrition monitoring systems and interventions at central and local levels;
- Provide additional relief assistance to identified beneficiaries as required.
- Provide a framework for addressing the effects of soaring food prices on populations who are already structurally vulnerable

These objectives are consistent with the NDMP as well as WFP Strategic Objectives 1, 2, 3, and 5, and they support Millennium Development Goals 1, 3, 4, 5, 6, and 8.

3.4 The key outcomes of the PRRO are:

- Increased ability to meet immediate food needs and manage shocks within targeted households;
- Reduced level of acute malnutrition among children under five;
- Strengthened capacity of cooperating partners, including NGOs, community-based structures and relevant government institutions to establish and manage food assistance programmes in an effective and efficient manner;
- Preparedness for response to food price rises.

4. WFP RESPONSE STRATEGY

Nature and effectiveness of food-security related assistance to date

4.1 Since 2001, WFP has responded to recurrent crises both through Emergency Operations (EMOPs) and, as of 2005, through the WFP Southern Africa Regional PRRO 10310.0 (2005-2008) which aims to address the triple threat of food insecurity, poverty and HIV/AIDS. During this regional PRRO, WFP assistance consisted primarily of relief and recovery activities aimed at protecting and improving livelihoods and productive assets among poor food insecure households, including those affected by HIV/AIDS.

4.2 During the lean season 2007/2008, WFP provided livelihood recovery assistance to 161,000 flood-affected people in the North Western and Western provinces mainly through FFA activities supported by NGO partners in co-ordination with the DDMCs. This food assistance has helped beneficiaries by preserving their assets, precluding resort to negative coping strategies and maintaining or increasing the consumption of nutritious foods. The results of the 2007 Community Household Surveillance (CHS) system¹⁰ show that beneficiary families are more likely to have a lower mean Coping Strategy Index (CSI) than non-beneficiary households and to be much less likely than the latter to sell assets during the lean season.¹¹

Strategy outline

4.3 This PRRO is in line with the regional Southern Africa CAP for 2008 recovery activities and related needs. The focus of the appeal is disaster mitigation and preparedness and the resources requested constitute the minimum humanitarian assistance required to cover the gaps that cannot be met from the resources available to regional governments. In this context, the PRRO thus aims to prevent increased vulnerability leading to long-term food insecurity, the further loss of assets and a deterioration of nutritional status which, in turn, could result in higher mortality and morbidity.

4.4 The PRRO will have three main areas of focus:

- Recovery/Safety Net Programmes: to provide nutritional support to the most vulnerable groups (elderly, child-headed and HIV-affected households), and strengthen livelihoods of the most food insecure rural smallholders by protecting and building productive assets.
- Relief during shocks: to protect the most food insecure as required during periods when normal coping mechanisms are exhausted.
- Productive safety-net support for rehabilitation/reinvestment activities by smallholders in coordination with assistance provided by other UN agencies and multilateral funding/lending agencies in the areas of drainage, water control infrastructure, seed protection, conservation farming etc.

4.5 The PRRO activities address short-term recovery needs in acutely food insecure areas affected by recent shocks. They will be designed to complement development actions carried out under the current CP 10447 as part of a holistic longer-term approach to chronic food insecurity.

¹⁰ October 2007 Community Household Surveillance (CHS) reports

¹¹ March 2007 CHS report

4.6 The strategy recognizes that after four out of eight years of erratic weather, viz. the droughts of 2000/1 and 2001/2¹², as well as the floods and drought of 2006/7 and 2007/8, the livelihoods of rural poor smallholders in the affected areas have been severely reduced and resilience eroded to levels such that their recovery would necessitate more than one good or average agricultural season. Crop failure and subsequent food shortages are often experienced by the same households living in areas prone to drought or floods before they have had a chance to recover from previous shocks. Within this group, some households are at particularly high risk: the elderly, women and those affected by HIV/AIDS whose labour force and access to resources are particularly constrained. These households have much less resilience to shocks and resort to negative coping strategies that erode their asset base and lead to hunger and food insecurity.

4.7 Food assistance under the PRRO will be mainly through FFA and FFT activities. In accordance with previous experience in emergencies and recovery in Zambia, most of the food transfers will be work-based. FFA/FFT activities will be mostly related to farmer field schools, soil and water management, crop diversification, seed protection, small-scale irrigation and drainage, post-harvest techniques and the maintenance and establishment of access roads. WFP will actively engage in complementary partnerships with other UN agencies (particularly FAO) and NGOs, to carry out technically sound and feasible activities, while working closely with the DDMCs to build local capacities and ensure strong community participation.

4.8 Small-scale farmers, especially in Eastern Province, have been encouraged to diversify into new income generating activities (*inter alia* bee-keeping, mushrooms and aquaculture) and crops such as soya using conservation farming techniques, for processing and sale to WFP, the Wildlife Conservation Society and other stake holders. In this programme, soya beans are processed into Corn Soya Blend (CSB) in a mill jointly owned by the cooperatives in the district. It is also supplied to the WFP-assisted School Feeding Programme locally and in other food deficit areas. With FFA, smallholders are also being encouraged to grow crops more suited to their ecological zone viz. millet, sorghum and cassava in drought prone areas. WFP is also engaged in the process of developing fortified cassava meal to be sold on the local market and integrated in the food basket for beneficiaries in food deficit areas.

4.9 As a consequence of the anticipated reduction in food availability and access in flood-affected areas, malnutrition is likely to increase, particularly among under-five children. To rehabilitate the moderately malnourished and prevent severe malnutrition, WFP will provide targeted supplementary feeding to under-five children among the affected population who are identified as malnourished. This will be done through existing rural clinics, district hospitals and CBOs. These interventions will be complemented by therapeutic feeding programmes undertaken by UNICEF and the Government in the affected areas.

4.10 WFP is conducting a feasibility study on the use of food or cash vouchers and, should their implementation be feasible, will pilot their use in selected areas within the context of the Ministry of Community Development and Social Services' (MCDSS) Strategic Plan¹³. Food or cash voucher programmes are designed to provide people with coupons to purchase a fixed quantity (commodity-based vouchers) or fixed monetary value (value-based vouchers) of food in selected food shops. For food vouchers to work, however, basic pre-requisites are required, such

12 ZVAC April 2003 Livelihood and Vulnerability Assessment Report

13 MCDSS, September 2007. "Strategic Plan for the Ministry of Community Development and Social Services" 2007-2011

as functioning markets, an adequate network of financial intermediaries and food suppliers and low risk to beneficiaries of food supply failures.

4.11 The Purchase for Progress (P4P) Programme will be integrated to the extent possible to enable farmers to build linkages with markets and sell their produce at remunerative prices, which will act as an incentive to boost food and agricultural production.

Handover strategy

4.12 WFP, through the Vulnerability Analysis and Mapping (VAM) Unit, and in cooperation with FAO, will undertake capacity building programmes in the area of emergency food security needs assessments and early warning and programming. Under food security analysis training, WFP will target the National Vulnerability Assessment Committee (NVAC) and the DDMCs. The following activities will be undertaken.

- Application of enhanced assessment and analysis methods appropriate to vulnerability assessments in Zambia (e.g. integration of the livelihood and household economy approaches in food security and nutrition assessments) to determine the most appropriate responses: food assistance, cash, vouchers or a combination thereof.
- Strengthening market analysis in food security assessments carried out by the NVAC. The thematic areas to be covered include:
 - The role of markets as the forum for the exchange of goods and services: levels of food commodity flows from surplus to deficit areas and their influence on prices.
 - The role of markets and their importance in realising the potential for local purchases.
 - The level of market performance in the midst of a shock or crisis and their limitations.
- The design, planning, implementation and analysis of food security and nutrition assessments. This will involve understanding the type of assessment to undertake (i.e. initial or rapid) and the type of data collection approaches to use (i.e. focus group discussions, key informants, etc).
- Enhancing partnerships to facilitate a better understanding among various stakeholders involved in food security assessments, especially when making decisions on assistance programmes at the district and sub-district levels.

4.13 Under the strengthening of the early warning capacity building activities, the following topics will be covered.

- Theory, tools and techniques of satellite remote sensing (elementary);
- Enhancing the national capability to monitor and evaluate the effectiveness of food assistance programmes on nutrition security;
- Developing an understanding of the integration of climate data (rainfall) and satellite remote sensing products (Normalised Difference Vegetation Index [NDVI] or vegetation biomass, satellite rainfall estimates) in monitoring the progression of an agricultural season;
- Developing initial food insecurity hot spot maps, highlighting possible deficit districts as a result of either floods or droughts.

4.14 Making the transition to sustainability requires systems to be put in place to monitor the situation on the ground and trigger timely and effective responses to setbacks such as floods, drought or other natural disasters. The NDMP emphasizes early warning and disaster preparedness as cornerstones of effective response to recurrent hazards. To limit the impact of such setbacks on the broader trend toward sustainable solutions, WFP will strengthen the DMMU's links to the existing national early warning system through the National Early Warning Unit (Meteorological Department and the Ministry of Agriculture and Co-operatives). This will ensure the appropriate integration of climatic and agricultural information for disaster preparedness. It will also contribute to the strengthening of a monitoring system within the DMMU to provide timely early warning and disaster information.

4.15 The PRRO will help the victims of the 2007/2008 floods overcome the worst effects of the disaster and support the reestablishment of their livelihoods. The beneficiaries, therefore, should not require food assistance beyond April 2010, provided that no other disasters occur during the period of the intervention.

4.16 FFA interventions will be implemented within the context of district development plans thus creating opportunities for complementation of resources and utilisation of technical expertise within the local government structures as well as ensuring sustainability. They will also support government strategies and actions in response to rising food prices.

5. BENEFICIARIES AND TARGETING

5.1 The selection of districts where the PRRO will operate is based on the severity of the impact of the floods on the livelihoods of the affected populations. According to the 2008 ZVAC Report, the most affected districts are: Choma, Gwembe, Kazungula, Mazabuka Monze Namwala, Itezhi-tezhi, Siavonga and Sinazongwe in the Southern Province; Kalabo, Lukulu, Mongu, Senanga, Sesheke in the Western Province and Mumbwa in the Central Province. At sub-district level, targeting will focus on those areas where households have lost more than 40 percent of their composite livelihood source¹⁴.

5.2 The targeting of beneficiaries will be based on food security and livelihood profiles agreed by the DMMU, implementing agencies (i.e. WFP, C-FAARM), as well as implementing NGOs at community and satellite level. According to the 2008 MIVNA, 440,000 people have been severely affected by floods and/or by prolonged dry spells. GRZ has requested WFP to assist just over half of this caseload (242,600 people), while the rest will be assisted by GRZ and NGO's. Table 1 below summarizes the total number of beneficiaries by year and by activity.

5.3 The MIVNA found the prevalence of Severe Acute Malnutrition (SAM) was 2.3 percent, of which 0.6 percent had bilateral oedema; Global Acute Malnutrition (GAM) was 7.7 percent indicating an increase of 2.3 percent from the June 2007 MIVNA findings. An estimated 9,000 malnourished under-five children will, therefore, be targeted through supplementary feeding programmes (up to a maximum period of 3 months per child) during the first year of intervention.¹⁵ It is expected that admissions in health centres for supplementary feeding will decrease by half during the second year, should there be no major shock in the same communities.

¹⁴ This is made up of agreed socio-economic qualifiers such as type of asset owned, expenditure pattern.

¹⁵ This is derived from the total affected population of the 233600 of which 20 percent (46,720) are under five children, and of which eight percent will equal the targeted number of children.

Children will be admitted to the programme on the basis of wasting and Mid Upper Arm Circumference (MUAC) indices¹⁶.

Table 1: Total beneficiaries per year and per activity¹⁷

Component	Annual beneficiary caseload			Total beneficiaries	Breakdown by sex	
	2008	2009	2010	2008-2010	M	F
FFA/FFT	233,600	233,600	116,800	233,600	114,465	119,135
Supplementary feeding	3,000	4,500	1500	9,000	4,500	4,500
Total	234,503	234,953	117,252	242,600	118,965	123,635

6. NUTRITIONAL CONSIDERATIONS AND RATIONS

Beneficiary Caseload, Food Basket and Commodity Requirements

6.2 The PRRO rations are designed to address humanitarian and special nutritional needs. Widely accepted foods to be provided are maize, pulses and oil as well as fortified blended food. Most commodities, except vegetable oil, are available on local and regional markets.

6.3 Most households in the southern, western, central and eastern parts of the country experience seasonal variations in the way they source their food and income as well as varying expenditure patterns in times of abundance or scarcity. However, most households to be targeted under the PRRO have had their livelihoods affected by extensive floods during the early part of the season and by a prolonged drought during the latter part of the past two years' rainy seasons. This has now been adversely affected by soaring food prices. The ration size will thus be set at a level that takes into consideration these consecutive shocks. Consequently, full rations are provided so that the most affected households are able to preserve or recover their asset base.

6.4 In order to support households through the first harvest of the season, they will receive a family ration for six people. This will enable them to rebuild their assets over two agricultural and marketing seasons. The cereal ration is tailored to facilitate distribution practices.¹⁸. Rations for supplementary feeding will be provided as a take-home ration for a maximum period of three months per child to allow for full recovery. The table below provides food ration quantities for each beneficiary category.

¹⁶ Admission will be at Weight-For-Height or Length (WFH/WFL) 70-80 percent of the median (<2 Z-scores), or 11cm>MUAC<12.5 cm, and discharge will be at WFH/WFL >80 percent of the median (<2 Z-scores) and MUAC > 12.5 cm.

¹⁷ Numbers are rounded off. Children under supplementary feeding are expected to be part of the same households receiving food assistance; they are therefore not added up in order to avoid double counting.

¹⁸ A ration of 8.33 kg/person/month translates into a 50 kg bag of cereal for the standard household of 6 people, thus minimizing the need to scoop and, as a result, incur distribution losses.

Table 2: Food basket by component and ration per beneficiary

(i) FFA/FFT ration¹⁹

Food basket composition	ration	
	kg/month	g/day
Cereal	8.33	278
Pulse	0.9	30
Oil	0.45	15
Blended Food	1.5	50
Total	11.2	373

6.5 Rations for FFA and FFT are meant to provide an incentive for highly vulnerable and food insecure beneficiaries to complete their training and asset creation activities. As a result of reduced food availability and access, it is likely that micronutrient deficiencies (particularly iron and vitamin A) will be amplified, especially among young children. Fortified blended food will therefore be crucial to sustain sufficient micronutrient intake.

(ii) Supplementary feeding for malnourished under five children

Food basket composition	kg/month	g/day	Energy (kcal/day)	Protein g	Fat g
Blended food	6.0	200	800	36	12
Oil	0.6	20	177	0	20
Total	6.6	220	977	36	32

6.6 Table 3 below shows the total food requirements by commodity and year.

Table 3: Commodity requirements

Commodity	2008 (September-December) mt	2009 (January-December) mt	2010 (January-May) mt	Total (21 months) mt
Cereal	7,784	14,594	4,865	27,243
Pulses	841	1,577	525	2,943
Vegetable Oil	428	807	267	1,502
Blended Food	1,474	1,591	921	3,985
Total	10,527	18,569	6,578	35,674

6.7 The proposed rations will fulfil two main objectives:

¹⁹ The FFA/FFT rations are per person per month and person per day

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- To provide minimum protein-energy and micronutrient requirements; and
 - To provide an in-kind income transfer to labour intensive interventions that create assets.

7. IMPLEMENTATION ARRANGEMENTS

7.1 WFP sub-offices will work closely with government structures at provincial and district level (PDMCs and DDMCs) to ensure that food reaches the intended beneficiaries.

7.2 WFP will engage international and national NGOs to carry out the FFA/FFT activities, while supplementary feeding activities will be implemented through the District Health Management Teams (DHMT's). Government capacity for monitoring the implementation of FFA activities will be built up within the Provincial Community Development Offices.

7.3 The DMMU will coordinate overall capacity building activities at the national level, both for the vulnerability assessment committee (VAC) and DMMU staff. It is envisaged that DMMU staff (regional coordinators, technical units), who will be trained as Trainers of Trainers (TOT), will undertake similar capacity building activities at district level through the DMMCs. The latter will also be trained under the TOT modality so as to enable them to undertake activities at field level with little or no supervision from the centre. WFP, through its VAM unit, will continue to provide technical backstopping at all levels.

7.4 In FFA/FFT and livelihood support, project proposals are assessed by WFP, in cooperation with the Ministry of Agriculture and Cooperatives (MACO) and FAO, through field visits and discussions with potential implementation partners, including local or international NGOs, local associations and district authorities. Partner responsibilities include documentation of proposals, beneficiary selection, with at least 50 percent being women, management of implementation, provision of competent technical support, food distribution and reporting. These will be agreed with each partner in the Field Level Agreement (FLA). Local planning includes community meetings with partners and implementation involves two committees, the Food Distribution Committee (FDC), and the Asset Management Committee (AMC), with strong female representation.

7.5 The FDC manages distribution ensuring that it follows agreed beneficiary selection criteria with high female representation. The AMC oversees construction and maintenance of assets and is responsible for ensuring equitable access to their long-term benefits. WFP support to local communities and partners will include training in planning and technical standards and the provision of appropriate inputs including tools, equipment and technical support.

7.6 Activities need to be supervised by technically competent staff. WFP will ensure that its Cooperating Partners' contracts specify that they provide qualified technician/s, transport staff to the FFA project site and supply all requisite agricultural inputs if the district cannot. WFP will also coordinate with GRZ and the UN system, its actions in support of the national response to rising food prices and collaborate with the Ministry of Works and Supply and the local government authorities on the rehabilitation of rural roads.

7.7 The PRRO will benefit from a well established logistics operation that has supported the previous PRRO 10310.0, which includes the use of multiple ports and extensive transport networks within southern Africa. Currently, the port of Beira has become an important corridor for cargo from the east coast, representing 60 percent of international cargo. Following the

renovation of the Walvis Bay port in Namibia, WFP Zambia has increased cargo traffic from the west coast, since this port has the cheapest overland rate.

7.8 Contracts will be issued by regional and country office logistics units for services from ports to transshipment points or Extended Delivery Points (EDPs). The PRRO will rely mainly on road transport as rail lines are unreliable. However, on the Dar-es-Salaam route, rail transport is the cheaper option and will be used where appropriate.

7.9 Internal transport in Zambia is costly because road conditions are poor and have been worsened by the floods, which have destroyed 66 percent of the road infrastructure. There is therefore an increased need to use multi-modal systems with added handling operations. The overland transport of regional purchases will be covered by the external transport budget.

7.10 Regarding markets, WFP, with other stakeholders, will regularly survey marketable surpluses of food and encourage local purchases where feasible. The existing diversified local purchase programme will complement other programme efforts to ensure that purchases support markets and avoid any disruptive effects. This will be undertaken through an implementation framework operating through three main components:

- Availability – WFP will work in conjunction with Government, donors and NGO partners to ensure the proactive use of locally available surplus food for the benefit of marginalized populations in Zambia;
- Access – Co-ordinated and complementary programme interventions will ensure the provision of direct transfers to the targeted populations in priority areas nationwide; and
- Contingency – Building on the existing capacity of national government partners and ensuring appropriate response and co-ordination mechanisms for adequate food availability, access and utilisation in response to specific shocks.

7.11 Zambia has been chosen as one of the pilot countries for the ‘Purchase for Progress’ initiative, under which WFP will explore innovative ways to improve the access of smallholder farmers to markets. Strategies being explored include purchasing on the newly formed commodities exchange and encouraging the warehouse receipts system; purchasing at district level from co-operatives and farmers’ associations and purchasing from suppliers/organizations that are buying raw commodities from smallholder farmers and producing value-added products such as micronutrient fortified foods (high energy protein supplement) and cassava flour.

8. PERFORMANCE MONITORING

8.1 Monitoring efforts will concentrate on integrating government structures and staff in the real-time monitoring of project implementation. This is in line with the Paris Declaration partnership commitment “managing for results” which requires that donors “work with partner countries to rely, as far as possible, on partner countries results-oriented reporting and monitoring frameworks”. This approach will facilitate handover to the Government at the end of the project and ensure that enough capacity is built to monitor food assistance programmes.

8.2 Monitoring systems will be designed on the basis of a multi-sector consultative process, ensuring that key lessons from WFP’s previous experience, including integrated, real-time “output” and “outcome” monitoring systems are transferred to the Government and implementing partners.

8.3 The Output Monitoring System is a ‘real-time’ system designed to provide data on the numbers of beneficiaries reached disaggregated by demographic status and the commodities provided to them. The system enables WFP to track regularly actual versus planned achievements of food assistance. Government partners have already attended a training of trainers for the roll out of the system in March 2007. This system will be further developed for use at district level.

8.4 The Post-Distribution Monitoring (PDM) System provides intermediate information on food assistance, enabling WFP to collect feedback from its beneficiaries on their access to, use of, and satisfaction with the food assistance provided. PDM indicators are collected twice a year.

8.5 The Community and Household Surveillance (CHS) system is used to track the short and long-term outcomes of food assistance interventions and to monitor general food security trends. The CHS has been a useful tool in guiding programme implementation, through the use of indicators that include the coping strategy index, food consumption score and nutrition indicators. CHS data will be an important source of information to verify VAM targeting at the household level and, with additional nutrition indicators, will enable the Government and its partners to monitor linkages between food assistance and nutritional status. This will be done through the use of government structures, such as the DDMCs and the DHMTs, to monitor activities. In order to achieve this, WFP will share ideas and strengthen national capacity to collect data on agreed indicators. The purpose will be to enable the Government to use the collected data as part of its already existing early warning system. CHS indicators are collected twice a year.

8.6 The logical framework matrix (attached as Annex 2) shows the results chain as well as indicators for measuring results. A Monitoring and Evaluation (M&E) plan based on this framework will be prepared and used for result-oriented reporting by Cooperating Partners and field staff. WFP staff and implementing partners will receive related required training throughout the project cycle.

9. RISK ASSESSMENT AND CONTINGENCY PLANNING

Risk assessment

9.2 The main risks in this PRRO are related to:

- Fluctuation in the exchange rate of the Zambian currency, which can affect food prices and logistics expenses for the movement of food.
- Rising energy prices and the rise in food prices that pose a risk to the success of the food assistance programme.
- Possible pipeline breaks.
- Inaccessibility to some areas where damaged bridges and roads have not been repaired.
- Lack of capacity by implementing partners to expand operations in the roll out of some activities.
- Instability in some neighbouring countries which could lead to a refugee influx.

Contingency Planning

9.3 WFP is working with the DMMU, OCHA and other UN agencies and NGOs on a contingency plan for Zambia that foresees three scenarios: floods, drought and disease outbreaks (cholera). In the event of a major calamity, the relief response will be met through the mobilisation of additional resources through a budget revision, a Special Operation or an EMOP.

NDMP	National Disaster Management Policy
NDVI	Normalised Difference Vegetation Index
NGO	Non Governmental Organisations
NVAC	National Vulnerability Assessment Committee
OCHA	Office for the Coordination of Humanitarian Affairs
OVP	Office of the Vice President
PDCC	Provincial Development Coordinating Committees
PDM	Post Distribution Monitoring
PDMC	Provincial Disaster Management Committee
PRRO	Protracted Relief and Recovery Operation
P4P	Purchase for Progress
SAM	Severe Acute Malnutrition
TOT	Training of Trainers
UN	United Nations
UNAIDS	United Nations Joint Programme on HIV and AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
VAC	Vulnerability Assessment Committee
VAM	Vulnerability Analysis and Mapping
WFP	World Food Programme
WHO	World Health Organisation
ZVAC	Zambia Vulnerability Assessment Committee

Annex II: Logical Framework Summary

Log Frame Summary of Zambia PRRO No. 10594.0

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		
Outcome 1 Increased ability to meet immediate food needs due to floods, droughts and high food prices within targeted households	<ul style="list-style-type: none"> ➤ Proportion of beneficiary household expenditures devoted to food ➤ Dietary diversity (Food Consumption Score) ➤ Coping strategy indices for beneficiary and non-beneficiary households ➤ Asset wealth score compared over time ➤ Acreage of land cultivated during the two planting seasons compared to baseline 	<ul style="list-style-type: none"> ➤ Complementary activities (e.g. water, health, sanitation) are implemented by other partners/stakeholders ➤ Targeting criteria are well understood and political environment remain positive ➤ Participation of communities in identification of vulnerable households through improved screening targeting tools; ➤ Local level capacity of CPs, Government and communities is sufficient to implement projects ➤ Availability of complementary non-food items and services ➤ Availability of partners to implement IGA/FFT/FFA activities

<p>OUTPUT 1.1</p> <p>Timely provision of food in sufficient quantity for targeted beneficiaries in flood-affected districts</p>	<ul style="list-style-type: none"> ➤ Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries, by project category, age group, sex. ➤ Actual tons of food distributed through FFA activities as a percentage of planned distributions, by project category, commodity. ➤ Actual number of FFA participants in each activity as a percentage of planned participants, by project category, sex 	<ul style="list-style-type: none"> ➤ Level of resources remains adequate throughout the project life ➤ Areas remain accessible throughout the year
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RESULTS-CHAIN (LOGIC MODEL)	Performance Indicators	Risks, Assumptions
OUTPUT 1.2 Assets created through food-for-assets activities	<ul style="list-style-type: none">➤ Number of assets created through food for assets activities➤ Number of people trained in various skills like conservation farming, appropriate income generating activities.➤ Number of assets performing their function as per agreed criteria➤ Number of women in activity steering committees	<ul style="list-style-type: none">➤ Level of resources remains adequate throughout the project life➤ Areas remain accessible throughout the year

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		
OUTCOME 2 Reduced level of acute malnutrition among children under five.	<ul style="list-style-type: none">➤ Prevalence of under 5 malnutrition (wasting and MUAC) among targeted children (assessed using weight for height-<2 Z-score and MUAC < 125 mm) disaggregated by gender)	<ul style="list-style-type: none">➤ Adequate level of services and NFIs by NGOs, UN partners and the Government to address other causes of malnutrition
Output 2.1 Timely provision of adequate food in and of sufficient quantity and quality to targeted malnourished young children.	<ul style="list-style-type: none">➤ Actual number of malnourished children receiving WFP food assistance as a percentage of planned beneficiaries by age and sex➤ Actual metric tons of food distributed as a percentage of planned distributions by commodity	

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
Strategic Objective 2: Prevent Acute hunger and invest in disaster preparedness and mitigation measures		
<p>OUTCOME 3</p> <p>Strengthened capacity of cooperating partners, including NGOs, community-based structures and relevant government institutions to establish and manage food assistance programmes in an effective and efficient manner.</p>	<ul style="list-style-type: none">➤ Number of activities DMMU/DDMC is able to coordinate²⁰.➤ Number of PRRO indicators collected through government structures	<ul style="list-style-type: none">➤ Capacity of government (financial and manpower).➤ High staff turnover

²⁰ This includes activities such as emergency needs assessments, early warning and preparedness systems in place.

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
<p>Output 3.1</p> <p>Provision of capacity-building assistance to country and regional entities involved in food assistance and hunger reduction efforts</p>	<ul style="list-style-type: none"> ➤ Actual counterpart staff at local, regional and national levels trained under WFP's technical assistance activities as a percentage of the planned number ➤ Number of areas of technical services and cooperation where capacity-building activities were provided ➤ Training government partners in Results based management, managing for results techniques ➤ Number of government staff at central and sub district level (DDMCs) trained in assessment methodologies and GIS application in emergency needs. ➤ Number of assessments done by government counterparts at sub district level (DDMCs) without WFP technical assistance. ➤ Number of staff trained in beneficiary targeting procedures in the DDMCs. ➤ Assessment on the feasibility of using cash vouchers as a means of food assistance done. 	<ul style="list-style-type: none"> ➤ High turnover amongst government employees. ➤ Lack of manpower in government structures ➤ Governments lack of funding to support manpower at district level