

Crisis response revision of Zambia country strategic plan (2019–2024) and corresponding budget increase

	Current	Change	Revised
Duration	July 2019– June 2024	No change	No change
Beneficiaries	175 000	1 100 036	1 275 036
	<i>(USD)</i>		
Total cost	76 169 057	36 253 278	112 422 335
Transfers	52 451 094	28 158 881	80 609 975
Implementation	10 778 697	3 730 393	14 509 090
Adjusted direct support costs	8 290 451	2 151 363	10 441 814
Subtotal	71 520 242	34 040 637	105 560 879
Indirect support costs (6.5 percent)	4 648 816	2 212 641	6 861 457

Gender and age marker*: 3

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

Rationale

1. Most districts in the southern half of Zambia experienced severe prolonged dry spells between December 2018 and January 2019 which lead to large-scale crop loss and high mortality of livestock.¹
2. In May 2019, the Government conducted an in-depth vulnerability and needs assessment in 87 districts in 9 provinces across the country. The assessment estimated that 2.3 million people (53 percent female and 47 percent male²) in 58 districts would be facing crisis (Integrated Phase Classification (IPC) 3) or emergency levels (IPC 4) of food insecurity during the lean season (October 2019 and March 2020).
3. Most regions affected by the prolonged dry spells experienced a 60 percent reduction in maize production. At national level, production reduced by 16 percent when compared to the 2017/18 season.³ Most farming households and low-income earners who depend on agriculture and markets as the main source of food are expected to be impacted by high commodity prices, especially women who constitute 64 percent of the rural population and 80 percent of food producers.⁴ About 39 percent of the households who are already spending more than 65 percent of their income on food will be exposed to further food insecurity as prices increase during the lean season (VAC report, 2019).

¹ 2019 Zambia Vulnerability Assessment Committee (ZVAC report).

² CARE Assessment on the Impact of the Drought in Southern Province, Zambia. October 2019. CARE International in Zambia.

³ 2019 Crop Forecast Survey (CFS).

⁴ FAO. 2018. National Gender Profile of Agriculture and Rural Livelihoods – Zambia. Country Gender Assessment Series. Lusaka.



4. Households with low purchasing power are likely to resort to reducing the number of meals and type of food they consume, further compromising the nutritional status of children under five and pregnant and lactating women. The VAC report (2019) revealed an increase in severe acute malnutrition (SAM) levels at 5.9 percent and global acute malnutrition (GAM) rates of 8.7 percent. Emergency food assistance is, therefore, required to enable vulnerable households cover food consumption gaps, prevent further deterioration of nutritional status, and avoid negative coping strategies which could impact their overall food and nutrition security.
5. The 2019/2020 Recovery Action Plan was developed by the Government to operationalize the recommendations of the VAC report, 2019 and aims to reach 2.3 million people with the response. It provides a framework for a coordinated response by sector and stakeholders (government, United Nations agencies, private sector and non-governmental organizations (NGOs) in the short, medium and long-term.
6. According to the Recovery Action Plan, the affected people require food assistance for six months from October 2019 to March 2020, to enable vulnerable households cover food consumption gaps, help prevent further deterioration of nutritional status and avoid negative coping strategies, that could impact their overall food and nutrition security.
7. Of the 58 districts affected, WFP will provide in-kind food assistance in 31 most food insecure districts. The Disaster Management and Mitigation Unit (DMMU) will assume responsibility for the drought response, with logistics support from WFP for the in-kind modality.
8. Re-prioritization of the national budget has resulted in a 60 percent reduction of the planned DMMU allocation for 2019 constraining their response capacity, including the ability to transport national Food Reserve Agency (FRA) maize stocks from central to district levels.

Changes

Strategic orientation

9. This first revision to the Zambia country strategic plan (CSP) 2019–2024 does not make any major changes to the strategic orientation of the CSP. The revision will provide an additional modality under activity 1 *“Provide food and nutrition support to crisis-affected populations”* under strategic outcome 1 *“Crisis-affected people in Zambia, including refugees, can meet their basic food and nutrition needs all year”*. The additional modality will include service delivery to enable WFP to assist the national emergency drought response as requested by the Government. Service delivery will be provided for both government and partners to enable them respond to the drought situation through emergency food assistance and emergency school feeding programme. This will allow WFP to procure and deliver on behalf of cooperating partners and government for school feeding if requested to do so.
10. Through strategic outcome 1, WFP provides food and nutrition support to crisis-affected people including refugees from the neighbouring Democratic Republic of the Congo (DRC), with contingencies to support emergencies should unforeseen shocks exceed the Government’s capacity to respond.
11. WFP will leverage its comparative advantage and experience in delivering emergency life-saving assistance to the most vulnerable people to augment the logistics capacity of the Government for the emergency response. This will include transportation of maize on behalf of the government to affected districts. WFP will also raise funds and procure and transport pulses to extended delivery points in the targeted districts.



12. Capacity building activities for the Government will be implemented alongside transport and procurement services provided by WFP for the emergency response. These will include activities to strengthen capacity of the Government and partners (civil society organizations (CSOs) and NGOs) to monitor food assistance provided through the emergency response. WFP will support preparation of distribution plans and development of monitoring checklists for distribution and post-distribution monitoring in targeted districts.
13. Based on a request from DMMU and using the same approach that was adopted for the 2017/18 El Niño drought response, WFP will conduct marketing monitoring activities using mobile vulnerability analysis and mapping (mVAM) technology in selected districts to monitor market functionality for cash-based modalities of the national emergency response.
14. WFP will continue to work with relevant government entities under strategic outcomes 3 and 4 to support medium- and longer-term resilience efforts to complement the national emergency response. Under strategic outcome 3, WFP will work with the Ministry of Agriculture to facilitate smallholder farmers' equitable access to climate resilient seeds (legumes) and financing through the promotion of savings to address short-term food security needs. WFP working through the private sector will strengthen Government capacity to design, cost and implement weather-based index insurance as a risk transfer mechanism to protect farmers against climate shocks.
15. Under strategic outcome 4, WFP will enhance access to climate information for key sector institutions who are responsible for early warning information dissemination to enhance smallholder farmers' adaptive capacity to the effects of climate change. This will contribute to the establishment of comprehensive food and nutrition security early warning systems and provide evidence to inform policy decisions and programmes for zero hunger.

Strategic outcomes

Targeting approach and beneficiary analysis

16. Geographical targeting for the response has been informed by the VAC report, 2019 which identified the districts and number of people that are severely food insecure. WFP will procure and transport pulses to an estimated 1.1 million drought-affected people in 31 districts. DMMU will use partners (CSOs, NGOs) who are operating in the affected districts to implement the emergency response. Partners will identify and register beneficiaries in affected areas and will work with WFP and DMMU to monitor the food distributions.

Transfer modalities

17. The Government response consists of both in-kind food assistance and cash-based transfers in targeted districts, depending on market functionality. For the food-based response, the Government will use current maize stocks in the national grain reserve of the FRA. The maize will be complemented by pulses, for which WFP will assume responsibility for the procurement and delivery to targeted districts.

Partnerships

18. WFP will work through existing national coordination mechanisms fully managed and led by DMMU. These coordination arrangements will be cascaded downwards at sub-national level, particularly through the District Disaster Management Committees and District Development Coordination Committees.



19. WFP will utilize existing emergency response sector groups established to support Government response efforts to coordinate drought food assistance related activities. As co-chair of the Food Security Sector and together with the Ministry of Agriculture, WFP will use this platform to coordinate with other actors to ensure that stakeholder mapping is undertaken, resources are allocated according to needs and duplication of efforts are avoided.
20. WFP will share information and provide updates on the drought response through the Agriculture Cooperating Partners, Nutrition Cooperating Partners and the Food and Nutrition Security Working Group under the United Nations Sustainable Development Partnership Framework (UNSDPF). Such information will include the number of partners and districts where they are intervening, the type of support being given, the coverage and gaps in coverage of the response.

Country office capacity

21. WFP will augment staff capacity making use of temporary deployments in the areas of programme, supply chain and monitoring and evaluation for a period of six months, premised on the modality that the Government will lead the response. WFP will also draw on regional and global capacities as needed to enhance its capacity to support the response.

Supply chain

22. WFP will leverage its procurement expertise and networks to source pulses to complement the emergency response. Maize meal will be transported from the FRA warehouses in Lusaka and Mongu to designated locations in targeted districts. WFP will rely on existing transport infrastructure and network in the country including its shortlisted transport vendors. Maize meal/grain and pulses will be delivered to districts prioritized (by WFP and DMMU) according to severity of the drought in each district.

Storage

23. Pulses procured regionally will require intermediary storage in Lusaka prior to delivery to partner/NGO warehouses. WFP has warehouse storage capacity of 3,000 mt at its central storage facility in Lusaka which will be used to transship the internationally and regionally procured pulses. There is a possibility to increase this storage capacity to 9,000 metric tons if needed.

Monitoring and evaluation

24. WFP will assume responsibility for development of monitoring tools together with DMMU. Monitoring will entail – food distribution (during the distribution) and post distribution monitoring (after food distribution). WFP will use its staff in the four field offices and implementing partners (IPs) to conduct food distribution monitoring in the districts where WFP has presence. Post distribution monitoring will be used to evaluate beneficiaries' access to, use of, and satisfaction with the food assistance provided and to assess whether there are any protection issues including sexual exploitation and abuse (SEA) in relation to the food distribution and cash payment process.
25. In districts where WFP has no presence but has been requested to deliver maize meal and pulses, WFP will engage IPs to conduct the distribution monitoring and engage food monitors to conduct spot-checks and monitoring at selected distribution points. IPs will provide monthly reports and WFP will generate a monthly summary report of the food distribution monitoring. Current WFP IPs will be engaged to ensure a wide coverage of districts.



26. Mobile applications such as Open Data Kit will be used for data collection to improve the timeliness of data collection. Tools will be designed to collect gender disaggregated data during distribution as well as other social assistance being provided to complement Government response.
27. Implementing partners in the districts will generate distribution progress reports and submit them to DMMU through the national coordinator monthly. WFP will work closely with the DMMU to develop food distribution plans that will guide procurement (for the case of pulses) and transportation (both maize and pulses) to the respective target districts.
28. To ensure that the right commodities are delivered at the respective warehouses as per the distribution plans, WFP will use its Logistics Execution Support System (LESS) system to track the delivery of food commodities at the extended delivery points. At the extended food delivery points, the NGO partners subcontracted by the District Disaster Management Committees will verify and confirm the quantity of food delivered and produce a monthly report on all receipts.
29. At the end of the humanitarian response, WFP and DMMU will coordinate an "After Action Review" which will bring the various actors involved in the response to review and reflect on what worked, what didn't work, and lessons learned that can be used to improve similar response in the future.

Proposed exit strategy

30. This is a time-bound response that will utilize national systems to deliver assistance. This approach will allow WFP to strengthen the capacity of relevant Government institutions in emergency response, a role that they will continue to play in future when such hazards occur. WFP will supplement the Government efforts to address the emergency given the unexpected high number of estimated beneficiaries that will be affected by the drought during the lean season (October 2019 to March 2020).
31. WFP will continue to prioritize resilience-building for communities prone to climate induced hazards, as well as supporting the Government to strengthen local communities to adapt to the effects of climate change. Disaster risk-reduction efforts that enhance food and nutrition security will be supported under the CSP framework. Smallholder farmers will be supported to access finance, post-harvest losses handling technology and services, and markets with an emphasis on high-value nutritious and climate tolerant crops.

Risk Management

32. *Inadequate support due to limited capacity of the Government to provide information, resources and inadequate capacity of implementing partners to distribute and report on time.* WFP will work through existing Government structures, to strengthen the capacity of DMMU to predict, plan and respond to humanitarian needs in Zambia. Post distribution monitoring will be used to evaluate beneficiaries' access to, use of, and satisfaction with the food assistance provided. In addition, it will assess whether there are any protection issues including SEA in relation to the food distribution and cash payment process. The Memorandum of Understanding between WFP and the Government contains a specific protection from sexual exploitation and abuse (PSEA) responsibilities that hold both parties accountable to zero tolerance on PSEA.



33. *Delays in timely sourcing of food (pulses) due to limited availability in the region, longer lead time for procurement processes and inadequate transfers further compromising the already delicate nutrition situation.* To mitigate the risk of supply chain disruptions related to food procurement, a diversified procurement strategy will be adopted. It is anticipated that an estimated 20 percent of pulses will be procured through the Global Commodity Management Facility to reduce supply lead times. In addition, local and regional sourcing options will be explored to augment the existing supply capacity.
34. *Inability to garner donor support in a timely manner to address the emergency response and obtain surge staffing from the region given that the drought is affecting multiple countries in Southern Africa and placing a demand on existing staffing structures.* Should the issue of insufficient funding arise, WFP together with DMMU will conduct further prioritization. Prioritization will be given to districts worst affected by the drought and where there is no other NGO support.
35. WFP is providing limited procurement and logistical support to the Government with no direct oversight for distribution, hence not able to be fully in charge of the process. However, WFP will work together with the Government and Partners to develop distribution plans, reporting templates and provide support for spot check monitoring during targeting, distribution and post distribution.

Beneficiary analysis

TABLE 1: DIRECT BENEFICIARIES BY STRATEGIC OUTCOME, ACTIVITY AND MODALITY							
Strategic outcome	Activity and modality	Period	Women (18+ years)	Men* (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total
1	Activity 1. General food/CBT distributions (refugees/emergency)	Current	5 225	5 025	7 475	7 275	25 000
		Increase/decrease	409 999	597 320	46 987	45 730	1 100 036
		Revised	415 224	802 345	54 462	53 005	1 125 036
	Activity 1. Prevention of acute malnutrition through blanket supplementary feeding: children aged 6-23 months and pregnant and lactating women and girls	Current	4 681	-	2 625	2 625	9 931
		Increase/decrease	-	-	-	-	-
		Revised	4 681	-	2 625	2 625	9 931
	Activity 1. Treatment of moderate acute malnutrition through targeted supplementary feeding: children aged 6-59 months and pregnant and lactating women and girls	Current	1 765	-	3 465	3 465	8 695
		Increase/decrease	-	-	-	-	-
		Revised	1 765	-	3 465	3 465	8 695
3	Activity 3. Promotion of climate-smart agriculture crop diversification and post-harvest management among smallholder farmers	Current	60 000	90 000	-	-	150 000**
		Increase/decrease	-	-	-	-	-
	Activity 4. Provision of enhanced access to markets financial and aggregation services to smallholder famers	Revised	60 000	90 000	-	-	150 000
Total (without overlap)		Current	65 225	95 025	7 475	7 275	175 000
		Increase/decrease	409 999	597 320	46 987	45 730	1 100 036
		Revised	475 224	692 345	54 462	53 005	1 275 036

* Number of men is more than women as most land is owned by men despite the production population among the small-scale farmers in country being largely women.

** Beneficiaries targeted under strategic outcome 3 activity 3 and 4 are the same.

Transfers

TABLE 2: FOOD RATION (g/person/day) or CASH-BASED TRANSFER VALUE (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY								
				Strategic Outcome 1				Strategic outcome 3
Activity	Activity 1: General food/cash distribution			Activity 1: Supplementary feeding - refugees				Activity 3
				Prevention of acute malnutrition		Treatment of moderate acute malnutrition		
Beneficiary type	Refugees		Drought response	Children 6-23 months	PLW/G	Children 6-59 months	PLW/G	Residents
Modality (indicate food or cash)	Food	CBT		Food	Food	Food	Food	CBT
Cereals	400*		-					
Pulses	60		120**					
Oil	25		-					
Salt	5		-					
Sugar	-		-					
SuperCereal	60		-		200		250	
SuperCereal Plus	-		-	200		200		
micronutrient powder	-		-					
Total kcal/day	2 114		408	787	763	787	954	
% kcal from protein	10.7		25.9	16.6	16	16.6	16.3	
CBT		0.49	-					0.22
Number of feeding days per year	365	365	180	180	180	90	90	90 (insurance premium)

* Government will provide 400 g of maize meal per person/per day x 30 days gives a total of 12kg per person/per month which translates to 72 kg per household per month (household size 6). This will provide 1,464 (70%) of the 2,100 Kcals recommended.

** Beans ration for the emergency is complemented by maize meal ration provided by the government.

	Current budget		Increase		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Cereals	6 570	2 578 871	0	591 681	6 570	3 170 552
Pulses	986	666 208	23 761	15 645 317	24 746	16 311 526
Oil and Fats	411	425 335	0	-16 092	411	409 242
Mixed and blended foods	2 039	1 406 284	0	95 734	2 039	1 502 018
Other	82	30 445	0	-1 152	82	29 293
Total (food)	10 088	5 107 143	23 761	16 315 488	33 848	21 422 631
Cash-based transfers (USD)		15 823 300		0		15 823 300
Total (food and CBT value)	10 088	20 930 443	23 761	16 315 488	33 848	37 245 931

Cost breakdown

36. Changes to strategic outcome 1 costs are primarily due to inclusion of additional commodities related supply chain and implementation costs of USD 31,889,274 while direct support costs (DSC) also increase by USD 2,151,363. The increase will also cover additional staff needed for spot check monitoring of the targeted intervention areas and travel costs to distribution sites/markets.

	Strategic Result 1 SDG Target 2.1	Strategic Result 2 SDG Target 2.2	Strategic Result 3 SDG Target 2.3	Strategic Result 5 SDG Target 17.9	Total
Strategic outcome	1	2	3	4	
Focus area	Crisis response	Root causes	Resilience building	Root causes	
Transfer	28 158 881	0	0	0	28 158 881
Implementation	3 730 393	0	0	0	3 730 393
Adjusted direct support costs					2 151 363
Subtotal					34 040 637
Indirect support costs (6.5%)					2 212 641
Total					36 253 278

TABLE 5: OVERALL CSP COST BREAKDOWN AFTER REVISION (USD)					
	Strategic Result 1 SDG Target 2.1	Strategic Result 2 SDG Target 2.2	Strategic Result 3 SDG Target 2.3	Strategic Result 5 SDG Target 17.9	Total
Strategic outcome	1	2	3	4	
Focus area	Crisis response	Root causes	Resilience building	Root causes	
Transfer	52 063 339	8 999 098	12 984 784	6 562 754	80 609 974
Implementation	7 166 595	1 800 320	3 544 983	1 997 192	14 509 090
Direct support costs	6 118 286	1 306 807	1 974 731	1 041 991	10 441 814
Subtotal	65 348 219	12 106 225	18 504 497	9 601 936	105 560 878
Indirect support costs (6.5%)	4 247 634	786 905	1 202 792	624 126	6 861 457
Total	69 595 853	12 893 130	19 707 290	10 226 062	112 422 335

Acronyms used in the document

CBT	cash-based transfer
CSP	country strategic plan
DSC	direct support costs
DMMU	District Management and Mitigation Units
FRA	Food Reserve Agency
IPC	Integrated Phase Classification
MHSS	Ministry of Health and Social Services
NGOs	non-governmental organizations
SEA	Sexual Exploitation and Abuse
UNSDPF	United Nations Sustainable Development Partnership Framework