



ZAMBIA

MID-TERM EVALUATION OF ZAMBIA COUNTRY PROGRAMME

200891(2016-2020)

OBJECTIVES

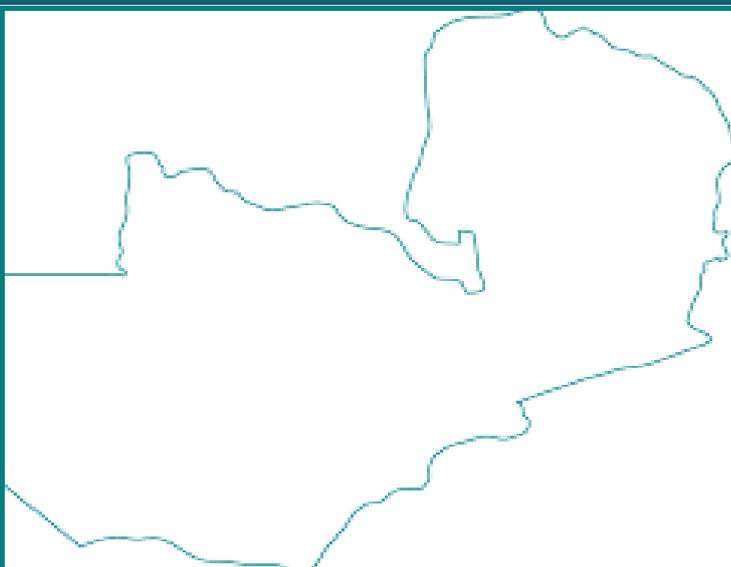
- a To document the performance, relevance and sustainability of the World Food Programme (WFP) interventions for the period 2016-2017
- b To access the Country Programme's (CP) 3 components: (i) Home Grown School Meal (HGSM); (ii) Nutrition ; and (iii) Resilience Building.

ZAMBIA

Zambia is a lower-middle income country in which 54.4 percent of the population live below the national poverty line and malnutrition stands at 40 percent stunting in children under five years of age. More than 70 percent of the population are smallholder farmers, yet productivity is low and agricultural markets poorly developed. Levels of social and gender inequality are among the highest in the world: the Gini coefficient was estimated at 0.69 in 2015, and Zambia ranked 124 of 157 countries on the Gender Inequality Index in 2016. Access to education is a longstanding issue —18 percent of children were out of school in 2013.

THE EVALUATION

The evaluation reports on the mid-term operation evaluation commissioned by the Zambia World Food Programme (WFP) Country Office (CO) of the Zambia Country Programme (CP) 200891 (2016-2020). The purpose of the evaluation is to document the performance, relevance and sustainability of WFP interventions for the period 2016-17 in order to demonstrate achievements as well as needs to government, donors, beneficiaries and other stakeholders and to inform the strategic orientation of WFP, given the transition to a Country Strategic Plan (CSP) by 2019.



METHODOLOGY

The evaluation assesses the CP against the criteria of appropriateness/relevance, effectiveness, efficiency and sustainability, addressed through 18 evaluation questions. The overarching evaluation was: What have been the results achieved through the implementation of the CP so far, what factors have affected achievement or not planned results and what key lessons can be drawn from the implementation of the CP to inform the development and implementation of the WFP country strategic plan?

The evaluation team used a mix of qualitative and quantitative data and methods. Limitations included those relating to data availability to data availability for specific outputs and outcomes and concerns about the comparability of some of the resilience data reported in the Standard Project Reports (SPRs)



KEY FINDINGS

1. Relevance/ appropriateness:

- The CP is generally well-aligned with national development goals and objectives on food security, nutrition and social protection
- The CP is generally coherent with WFP strategies, policies and normative guidance, but there was no gender assessment and no specific gender-related activities or targets beyond the general cross-cutting gender results concerning participation of women
- CP activities are largely appropriate to the needs of the food insecure population
- More can be done to address the nutrition needs of the rural population in line with new WFP and GRZ nutrition policies
- HGSM is complementary to the Social Cash Transfer Programme and the Food Security Pack
- The design of the R4 project was not sufficiently adapted to the Zambian context
- FtMA and Maano are both linked to HGSM through different decentralized procurement models
- Some FtMA aggregators are linked to R4 through the supply of agricultural inputs; some of the legumes cultivated by R4 farmers are marketed through Maano and FtMA
- There is potential to expand existing linkages between the CP and FtMA/Maano, and to develop new linkages with the SUN Business Network

2. Effectiveness

- HGSM** has been effective in reaching or exceeding target numbers for beneficiaries and schools assisted, but procurement challenges show that children have not been receiving complete rations.
- The recommended meal ration itself is not sufficiently diverse, even under the fresh vegetable pilot.
- Enrolment has increased, and attendance rates are also thought to have improved; these outcomes can partly be attributed to HGSM.
- HGSM gender indicators show little change from the baseline, though key informants reported that the fresh vegetable pilot supports women's empowerment, both through leadership and income generation.
- Despite an informal approach, **Nutrition** TA has contributed to high-level strategies and plans.
- Most of the project-level indicators for the SBN were either met or exceeded.
- The SBN has made good efforts to raise awareness on the role of the private sector in the production of nutritious products, yet more work remains to be done; the forthcoming Good Food Logo and associated communication activities are expected to contribute substantially towards raising this awareness.
- Outcome data reported in the SPRs for baseline and follow-up for the indicators under the **Resilience building** component are considered by the ET to be incomparable due to the effects of seasonality.
- R4 savings clubs have led to greater resilience through the diversification of household income sources.
- Available data clearly show strong gender-based differences in households' abilities to cope with drought; these differences are not being adequately addressed or reported by the R4 project.
- A combination of the agricultural input credit provided in 2015, the El Niño drought of 2015/16, and the lack of insurance pay-out in 2016 led to various unintended consequences, including the inability of some beneficiaries to repay their loans, the forced sale of productive assets, a lack of confidence in the insurance model, and also contributed to mistrust among project partners.
- The sharp decline in the demand for agricultural input loans confirms the need to change the model through which credit is provided.
- The current conceptualization of **FtMA and Maano** within the CP is very limited.
- FtMA and Maano are complementary to each other; one or other or both in combination can potentially be used to support each of the three components of the CP.



KEY FINDINGS

3. Efficiency

- HGSM is characterised by the late delivery of commodities and cash
- The cost of feeding one child for one year has been calculated at approximately \$15
- Various pilot projects implemented during the course of the evaluation period show that: the nutritional value of the meal can be enhanced by either fresh vegetable or MNPs, nutritionists prefer fresh vegetable over MNPs for reasons of sustainability, decentralized procurement of legumes (through traders) and local direct supply (through Maano) are both effective; there is a procurement cost savings of 54 percent in using the Maano app, and mobile technology is effective in improving current monitoring systems but must be accompanied by adequate investments in training, technical support and data management
- The HGSM TWG was originally established as technical group for sector specialists and has been constrained by lack of funds within the ministries represented; the TWG is increasingly being used by WFP to support planning for the management transition
- The efficiency of Nutrition TA can be enhanced through a more formalized arrangement involving the identification of needs and co-development of a workplan
- The Zambia SBN is WFP's longest established national SBN and has generated at least 11 lessons of relevance to other national SBNs, both operational and strategic.
- WFP support to DMMU has been timely, high quality and much appreciated
- R4 project activities have been timely, but there are concerns about the quality of the services provided
- At \$203 per beneficiary, the R4 project is relatively expensive, largely due to the cost of the subsidized insurance component; there are plans to change to a less expensive insurance mechanism
- The system to date for the provision of credit in the form of agricultural inputs to solidarity groups led to losses of \$35,000 to the credit provider; in future credit will be provided in cash to savings groups

4. Sustainability

- Community ownership of the HGSM is strong in schools with a well-organized PTA and where the local chief is involved, but weak in schools with a weak PTA.
- In the R4 project, there is a sense of community ownership over the savings and conservation agriculture components, but no sense of community ownership over the credit and insurance components.
- GRZ has a strong sense of ownership of HGSM because they budget for it, but lacks the capacity required to manage it, particularly in relation to monitoring and the procurement of pulses and oil.
- Fundamental challenges in the so-called 'transition' include the lack of a shared understanding of what this means and that neither WFP nor the government have adequately planned or prepared for this, notably in the increased level of government funding that will be needed, the transitional model to be applied, and the levels of capacity strengthening required. As such, current expectations need to be revised as a matter of urgency.
- Considerable amounts of capacity strengthening will be needed at national, provincial and district levels.
- Lessons can be drawn from the experience of the Social Cash Transfer Programme to inform the HGSM transition.





World Food Programme

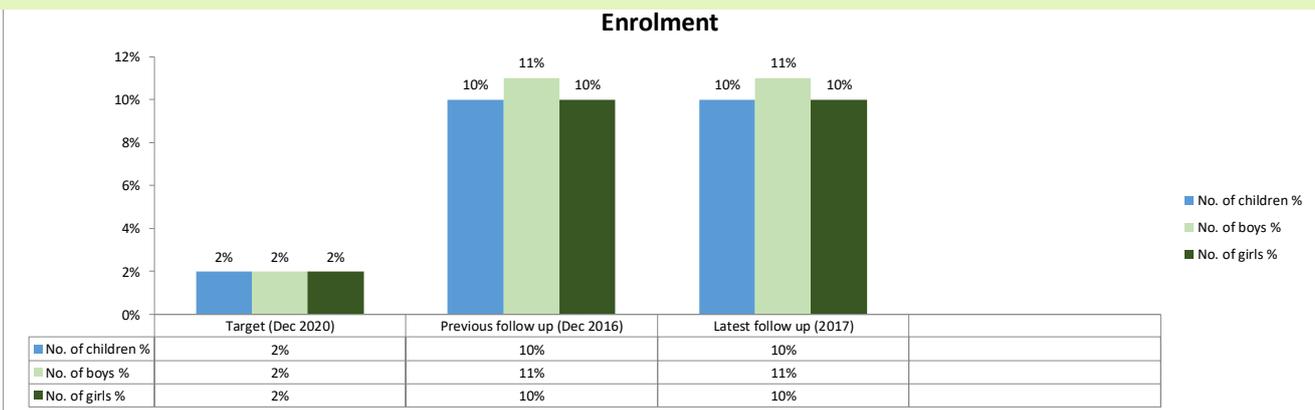


RESULTS

School Feeding:

- ❑ In 2016, WFP provided school meals to 977904 school children in the 2618 mainly primary schools.
- ❑ WFP through the local purchase intervention supported 12476 smallholder farmers, who were linked to Home Grown school Meals (HGSM) as a market for pulses such as bean and cowpeas and other markets.
- ❑ Retention rate improved from 4.1% baseline to 10% with girls performing almost par with the boys.
- ❑ Dropout rate decreases however, the dropout rate for girls remains a concern. This is due to teenage pregnancies and early marriages, especially in the rural areas.
- ❑ The provision of school meals provided relief against short-term hunger ensuring that the learners spent more time at school, as well as increased their ability to focus.

Enrolment



Resilience Building:

- ❑ In 2016, households with poor food consumption decreased from 5% to 3.5%.
- ❑ The decrease was due to an increase in disposable income as well as crop diversification efforts.
- ❑ However, there was a worrying trend of female-headed households fairing worse than those headed by men, largely because women were not able to access productive assets to the same extent as their male counterparts.

Nutrition:

- ❑ WFP through SUN Business Network, provided the private sector with targeted market and supply chain information and tools to support increased production of more nutritious food products.
- ❑ In 2016, the number of businesses participating in the network increased from 23 to 30.
- ❑ The capacity to produce fortified food increased as two companies started producing nutritional products.