

## Crisis response revision of the Zambia country strategic plan (2023–2028) and corresponding budget increase

	Current	Change	Revised
<b>Duration</b>	<b>July 2023–June 2028</b>	<b>No change</b>	<b>July 2023–June 2028</b>
<b>Beneficiaries</b>	<b>703 937</b>	<b>1 088 358</b>	<b>1 792 295</b>
	<i>(USD)</i>		
<b>Total cost</b>	<b>109 749 231</b>	<b>67 969 403</b>	<b>177 718 634</b>
Transfer	79 441 431	61 359 583	140 801 013
Implementation	12 386 308	1 955 645	14 341 953
Direct support costs	11 347 928	502 420	11 850 348
<b>Subtotal</b>	<b>103 175 666</b>	<b>63 817 648</b>	<b>166 993 314</b>
Indirect support costs (6.5 percent)	6 573 565	4 151 755	10 725 320

Gender and age marker code: 3

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

### Rationale

1. The El Niño induced drought in Zambia has created an urgent humanitarian situation affecting 74 percent of the total population and leaving 6.6 million people in 84 districts requiring urgent humanitarian assistance<sup>1</sup>, exceeding the scope of the country strategic plan (CSP) revision 1. To enable WFP to respond to this humanitarian crisis, this CSP revision 2 will increase the budget by USD 67,969,403 and the beneficiaries by 1,088,358.
2. *Increased food insecurity due to the El Niño induced drought.* On 29 February 2024, Zambia's President, Mr Hakainde Hichilema, declared the drought a national disaster and emergency, followed by an appeal for assistance launched on 16 April 2024. On 7 May 2024, the United Nations issued an appeal to complement the Government's efforts. The findings from Zambia's food security cluster drought rapid assessment (March 2024)<sup>2</sup>, WFP's drought hotspot analysis (May 2024)<sup>3</sup>, and the Government's crop performance report (June 2024)<sup>4</sup> indicate a convergence of deteriorating food security, with an estimated 33 percent (6.6 million people) of national population at risk of food insecurity. The most recent integrated food security phase classification report (October 2024) provides refined estimates of the number of people facing high acute food insecurity (IPC Phase 3 or above), with 4.95 million in the current period (April–September 2024) and 5.83 million in the projected period (October 2024–March 2025).<sup>5</sup>

<sup>1</sup> Republic of Zambia's Disaster Management and Mitigation Unit. 2024. *Food Security Drought Response Plan*.

<sup>2</sup> [Food Security Cluster Joint Rapid Assessment Report, March 2024 - Zambia | ReliefWeb](#)

<sup>3</sup> WFP. 2024. Internal discussion: *Technical Exchange on Drought Affected Numbers*.

<sup>4</sup> Republic of Zambia. 2024. *Ministerial Statement on the Crop Forecast Survey for the 2023/2024 Season by the Minister of Agriculture (Mr Mtolo), MP*.

<sup>5</sup> IPC. 2024. Zambia integrated food security phase classification acute food insecurity analysis, April 2024–March 2025

3. According to the Government's Food Security Drought Response Plan, USD 502.8 million is required to provide immediate food assistance to 6.6 million people, with a further USD 387.7 million needed for medium- and long-term response actions. The Government has appealed to humanitarian agencies and partners for complementary support in responding to the crisis. The United Nations have prioritized 2.6 million people in urgent need of life-saving assistance, requiring the mobilization of USD 120 million to ensure this population receives critical support. Based on these considerations, WFP plans to reach 1.1 million people (included in this CSP revision), while the Government and other partners aim to meet the urgent needs of the remaining 1.5 million of the priority population in need.
4. *Increasing malnutrition and wasting.* Global acute malnutrition rates have risen significantly, from 2.7 percent in 2019 to 6.2 percent in 2024 among children under 5. The global acute malnutrition rates among pregnant and breastfeeding women and girls range from 6.3 percent to 14.7 percent across the country.<sup>6</sup> The national minimum acceptable diet is at 13 percent, and a recent standardized monitoring and assessment of relief and transitions survey revealed that a very small proportion of children aged 6–23 months is receiving the minimum acceptable diet, with rates ranging from 2.5 percent in Western Province to 12.7 percent in rural districts of Lusaka. Government estimates indicate that around 275,000 children under 5 and 11,000 pregnant and breastfeeding women and girls are expected to become moderately wasted, while over 1.7 million pregnant women are projected to suffer from anaemia as a result of the drought.<sup>7</sup>
5. *Decline in food production and increased vulnerability of rural communities.* The drought has exacerbated underlying challenges of high inequality, poverty and low productivity and has led to a widespread decline in harvest, increased food prices and a deterioration in food security. Nationally, the drought is expected to slow economic growth and increase unemployment and income inequality. This will likely lead to greater severity in food and nutrition insecurity, particularly among at-risk rural communities, whose livelihoods remain fragile due to reliance on rainfed agriculture.
6. In response to the Government's appeal for assistance, this revision will enable WFP to mobilize contributions for both drought response and recovery activities. This includes scaling up cash-based transfers (CBTs) and in-kind food transfers under crisis response, as well as enhancing resilience-building activities.

## Changes

### Strategic orientation

7. No change in strategic orientation.

### Country strategic plan outcomes

8. *In response to increased food insecurity,* WFP will increase the number of beneficiaries, the tonnage of in-kind food, as well as the total amount to be delivered through CBTs, under CSP outcome 1, activity 1. The purpose is to respond to the humanitarian appeal issued by the Government of Zambia for support in addressing the impacts of El Niño induced drought. WFP's planned response will combine in-kind assistance as well as CBTs, depending on market functionality. WFP Zambia will be responsible for the distribution of WFP procured cereals, pulses and fortified oil, as well as government-supplied maize. Pulses will initially be sourced from in-country stocks available under the Global Commodity Management Facility and regional reserves. Based on the Government's request and projected contributions, this revision will allow for an increase of the in-kind tonnage from

---

<sup>6</sup> 2024 SMART Survey preliminary results (unpublished).

<sup>7</sup> Republic of Zambia's Disaster Management and Mitigation Unit. 2024. [Food Security Drought Response Plan](#).

12,703 mt to 54,494 mt, as well as an increase in the number of activity 1 beneficiaries from 78,937 to 1,002,295.

9. *In response to increasing malnutrition and wasting*, WFP will target crisis-affected populations identified through activity 1 with social and behaviour change interventions to promote the consumption of nutritious diets. Beneficiaries will be identified through WFP's vulnerability assessments in close coordination with the Ministry of Health at the district level. Those most affected by malnutrition will receive additional messaging, aligned with CSP outcome 2, ensuring all WFP interventions in Zambia are nutrition-sensitive. Consequently, households with pregnant and breastfeeding women and girls will be prioritized for general food distribution. WFP Zambia has factored the cost of a nutritious diet into the CBT value, recognizing that 53 percent of Zambians are not able to access a nutritious diet.<sup>8</sup> Cash transfers will be carried out following the established WFP procedures.
10. *In response to declining food production and increased vulnerability of rural communities*, WFP aims to provide additional resilience-building support to drought-affected households, under CSP outcome 3, activity 3. The initiative will target 33,000 smallholder households (165,000 beneficiaries) already supported by WFP across six districts in Southern and Western provinces. Given WFP's expertise in CBTs and its partnership with the Ministry of Agriculture for delivering the recovery component of the drought response, beneficiaries will receive support through a value voucher system, enabling them to access inputs from local agro-dealers. The composition of the value voucher was agreed upon by the food security cluster co-leads, including the Food and Agriculture Organization of the United Nations, with consideration of the agroecological zones for the recovery interventions. Post-distribution agronomic technical support will be provided to targeted beneficiaries by specialized cooperating partners, in collaboration with the Ministry of Agriculture. WFP will consider the demographics and profiles of beneficiaries to ensure maximum inclusion and equitable access to opportunities and benefits. Additionally, WFP will incorporate social and behaviour change interventions to promote the purchase of nutritious diets among smallholder households.

### **Targeting approach and beneficiary analysis**

11. Geographic targeting will prioritize areas with the highest levels of food insecurity, particularly those that are hard to reach. Once these areas are identified, community-based targeting will be used to select households for assistance. To ensure transparency, community participation and ownership of the targeting process, WFP will establish standard operating procedures, including guidelines, tools and templates for targeting. A draft of the targeting criteria will be incorporated into WFP's guidelines, subject to community review and amendment before final adoption and implementation. The beneficiary database management will be improved by using tools such as WFP's digital beneficiary information and transfer management tool for registration, distribution, monitoring and reporting, and the Mobile Operational Data Acquisition for monitoring and evaluation. To minimize the risk of duplication, the Government and other humanitarian actors will follow the geographical targeting recommendations provided by the food security cluster.

### **Partnerships**

12. In response to the Government's declaration and emergency appeal, WFP and the United Nations country team held regional and national meetings with cooperating partners in Zambia. These engagements have resulted in positive interest of indications for contributions, with funding opportunities at various stages. WFP is actively pursuing these opportunities and is collaborating with the resident coordinator's office to establish a

---

<sup>8</sup> WFP. 2021. *Fill the Nutrient Gap – Zambia. Summary Report.*

multi-donor trust fund for the drought response. WFP will complement contributions from other actors, including development banks, by sharing evidence on programme delivery efficiencies and lessons learned on transfer modalities, particularly in cash and voucher assistance.

### ***Country office capacity***

13. To address the urgent needs, WFP has activated surge capacity, recruiting 37 national<sup>9</sup> and 3 international<sup>10</sup> emergency response personnel in critical areas, including programme coordination and implementation, supply chain, research, assessment and monitoring, as well as communications and reporting. Additionally, WFP has the necessary expertise in assessment and monitoring of the nutrition situation, smallholder agriculture support and transfer modalities to guide the design of the proposed adjustments to the resilience component of this CSP revision.

### ***Supply chain***

14. To meet the urgent need for food assistance, WFP has developed a comprehensive sourcing strategy for procuring essential cereals and pulses for distribution in Zambia. The primary focus is on securing white maize, the staple cereal for Zambia, to complement donations from the Government and donors. Additionally, WFP is exploring various avenues for procurement, including sourcing white maize from the United Republic of Tanzania.

### ***Monitoring and evaluation***

15. A monitoring strategy for the drought response will be established at the outset, detailing the key monitoring and evaluation activities that will support the generation of timely and credible evidence on the impact of WFP operations and inform necessary programme adjustments. Monitoring data will be disaggregated by age, gender, disability and location. Key activities will include distribution and post-distribution monitoring, along with after-action reviews. WFP's response will leverage the food security cluster rapid assessment results as baseline values for food security indicators. Where rapid assessments were not conducted, a light baseline survey will be supplemented by qualitative surveys. Additionally, WFP, in collaboration with the Government, will carry out household food security monitoring using the mobile vulnerability analysis and mapping approach targeting both beneficiaries and non-beneficiaries. WFP will also participate in multisectoral assessments with the Government, United Nations agencies, and other partners. WFP has ensured its monitoring and evaluation system is robust and fully capable of meeting the minimum requirements for monitoring and community feedback mechanisms.

### ***Accountability to affected populations, protection risks, restrictions of gender and disabilities***

16. Implementation of activities will adopt a gender-, disability- and age-targeted approach, ensuring that 11 percent of the targeted beneficiaries are persons with disabilities, and 60 percent are women, adolescent girls and youth. WFP will develop a gender, protection, and inclusion action plan to integrate these efforts, facilitate mainstreaming and guide necessary programme adjustments.

---

<sup>9</sup> Programme Associate CBT x1; Geographic Information System Associate x1; Communication Associate – Reports x1; Logistics Assistant x4; and Research, Assessment and Monitoring Assistant x30.

<sup>10</sup> Food Security Cluster Coordinator x1; Information Management Analyst x1; and Logistics Consultant x1.

## Risk management

17. A major risk is insufficient funding for the drought response. To mitigate this, WFP will engage in donor outreach and advocacy to mobilize resources. In the event of a funding shortfall, WFP will prioritize the most affected populations and, where feasible, repurpose available resources for emergency response, targeting the most at-risk crisis-affected individuals. Inflation and volatile food and fuel prices pose additional risks, potentially reducing the purchasing power of CBTs and leaving beneficiaries unable to fully meet their food needs, further worsening food insecurity. WFP will closely monitor food prices through market monitoring systems to track trends, adjusting transfer values or reassessing prioritization where needed. WFP will also continue working with the United Nations Population Fund and the protection cluster to ensure gender equality and that protection risks do not undermine efforts to reduce food insecurity and malnutrition among beneficiaries.

## Beneficiary analysis

TABLE 1: DIRECT BENEFICIARIES BY COUNTRY STRATEGIC PLAN OUTCOME, OUTPUT, ACTIVITY AND MODALITY								
Country strategic plan outcome	Activity and output	Period	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total	
1	1 1 (CBTs)	Current	3 225	3 075	4 340	4 360	15 000	
		Increase/ (decrease)	71 916	68 571	96 785	97 222	334 494	
		Revised	75 141	71 646	101 125	101 582	349 494	
	1 1 (commodity voucher)	Current	-	-	-	-	-	
		Increase/ (decrease)	37 312	35 631	50 487	50 661	174 091	
		Revised	37 312	35 631	50 487	50 661	174 091	
	1 2 (capacity strengthening)	Current	1 800	1 200	-	-	3 000	
		Increase/ (decrease)	-	-	-	-	-	
		Revised	1 800	1 200	-	-	3 000	
	1 1 (food)	Current	13 747	13 107	18 500	18 583	63 937	
		Increase/ (decrease)	89 176	85 028	120 014	120 555	414 773	
		Revised	102 923	98 135	138 514	139 138	478 710	
	2	2 4 (capacity strengthening)	Current	60 000	15 000	180 000	120 000	375 000
			Increase/ (decrease)	-	-	-	-	-
			Revised	60 000	15 000	180 000	120 000	375 000

TABLE 1: DIRECT BENEFICIARIES BY COUNTRY STRATEGIC PLAN OUTCOME, OUTPUT, ACTIVITY AND MODALITY							
Country strategic plan outcome	Activity and output	Period	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total
3	3 5 (capacity strengthening)	Current	150 000	100 000	-	-	250 000
		Increase/(decrease)	-	-	-	-	-
		Revised	150 000	100 000	-	-	250 000
	3 5 (CBTs)	Current	-	-	-	-	-
		Increase/(decrease)	35 365	33 770	47 850	48 015	165 000
		Revised	35 365	33 770	47 850	48 015	165 000
	4 6 (capacity strengthening)	Current	150 000	100 000	-	-	250 000
		Increase/(decrease)					
		Revised	150 000	100 000	-	-	250 000
	4 7 (capacity strengthening)	Current	150 000	100 000	-	-	250 000
		Increase/(decrease)					
		Revised	150 000	100 000	-	-	250 000
<b>Total (without overlap)</b>		<b>Current</b>	<b>226 970</b>	<b>131 183</b>	<b>202 839</b>	<b>142 945</b>	<b>703 937</b>
		<b>Increase/(decrease)</b>	<b>233 769</b>	<b>223 000</b>	<b>315 136</b>	<b>316 453</b>	<b>1 088 358</b>
		<b>Revised</b>	<b>460 739</b>	<b>354 183</b>	<b>517 975</b>	<b>459 398</b>	<b>1 792 295</b>

## Transfers

TABLE 2: FOOD RATION (g/person/day) AND CASH-BASED TRANSFER VALUE (USD/person/day) BY COUNTRY STRATEGIC PLAN OUTCOME AND ACTIVITY			
	Country strategic plan outcome 1		Country strategic plan outcome 3
	Activity 1		Activity 3
	Food-insecure people		Food-insecure smallholder farmers*
Modality	Food	CBTs	CBTs
Cereals	400		
Pulses	60		
Oil	25		
Salt	5		
Sugar			

<b>TABLE 2: FOOD RATION (g/person/day) AND CASH-BASED TRANSFER VALUE (USD/person/day) BY COUNTRY STRATEGIC PLAN OUTCOME AND ACTIVITY</b>			
	Country strategic plan outcome 1		Country strategic plan outcome 3
	Activity 1		Activity 3
	Food-insecure people		Food-insecure smallholder farmers*
Modality	Food	CBTs	CBTs
Super Cereal	60		
Super Cereal Plus			
Micronutrient powder			
Lipid-based nutrient supplement			
Total kcal/day	2 100		
% kcal from protein	12.7		
Cash-based transfers (USD/person/day)		0.4	10.14
Number of feeding days per year	182	182	1

\* Food insecure smallholder farmers will receive a one-time value voucher for the purchase of essential farming inputs.

<b>TABLE 3: TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS AND VALUE</b>						
	Current budget		Increase		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Cereals	9 740	4 547 542	34 467	14 920 778	44 207	19 468 320
Pulses	2 841	5 157 270	5 170	4 342 857	8 011	9 500 127
Oil and fats	34	70 109	2 154	2 631 418	2 188	2 701 527
Mixed and blended foods	81	55 511	-	-	81	55 511
Other	7	2 283	-	-	7	2 283
<b>Total (food)</b>	<b>12 703</b>	<b>9 832 715</b>	<b>41 791</b>	<b>21 895 053</b>	<b>54 494</b>	<b>31 727 768</b>
Cash-based transfers		12 987 000		16 516 656		29 503 656
<b>Total (food and cash-based transfer value)</b>	<b>12 703</b>	<b>22 819 715</b>	<b>41 791</b>	<b>38 411 709</b>	<b>54 494</b>	<b>61 231 424</b>

## Cost breakdown

- This revision increases the overall CSP budget from USD 110 million to USD 178 million. The increase is largely associated with crisis response, enabling WFP Zambia to respond to the effects of the El Niño induced drought in the country by providing humanitarian assistance to over 1 million affected people and implement a recovery component under CSP outcome 3.

**TABLE 4: COST BREAKDOWN OF THE REVISION ONLY (USD)**

	WFP strategic outcome 1	WFP strategic outcome 2	WFP strategic outcome 3	WFP strategic outcome 4	WFP strategic outcome 5	Total
	CSP outcome 1	CSP outcome 2	CSP outcome 3	CSP outcome 4	CSP outcome 5	
Focus area	Crisis response	Root causes	Resilience building	Resilience building	Resilience building	
Transfers	52 457 154	-	8 902 428	-	-	<b>61 359 583</b>
Implementation	1 275 645	-	680 000	-	-	<b>1 955 645</b>
Adjusted direct support costs						<b>502 420</b>
<b>Subtotal</b>						<b>63 817 648</b>
Indirect support costs (6.5 percent)						<b>4 151 755</b>
<b>Total</b>						<b>67 969 403</b>

**TABLE 5: OVERALL COUNTRY STRATEGIC PLAN BREAKDOWN, AFTER REVISION (USD)**

	WFP strategic outcome 1	WFP strategic outcome 2	WFP strategic outcome 3	WFP strategic outcome 4	WFP strategic outcome 5	Total
	CSP outcome 1	CSP outcome 2	CSP outcome 3	CSP outcome 4	CSP outcome 5	
Focus area	Crisis response	Root causes	Resilience building	Resilience building	Resilience building	
Transfers	84 331 740	13 573 227	35 379 811	6 742 232	774 003	<b>140 801 013</b>
Implementation	4 634 707	2 222 032	5 754 627	1 695 690	34 898	<b>14 341 953</b>
Adjusted direct support costs	5 478 849	1 626 220	3 824 472	836 015	84 791	<b>11 850 348</b>
<b>Subtotal</b>	94 445 296	17 421 478	44 958 910	9 273 938	893 691	<b>166 993 314</b>
Indirect support costs (6.5 percent)	6 138 944	1 132 396	2 922 329	531 651	-	<b>10 725 320</b>
<b>Total</b>	<b>100 584 240</b>	<b>18 553 874</b>	<b>47 881 239</b>	<b>9 805 589</b>	<b>893 691</b>	<b>177 718 634</b>