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Enabling poor rural people
to overcome poverty

Republic of Zambia

Country strategic opportunities programme

Note to Executive Board representatives

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Abbreviations and acronyms

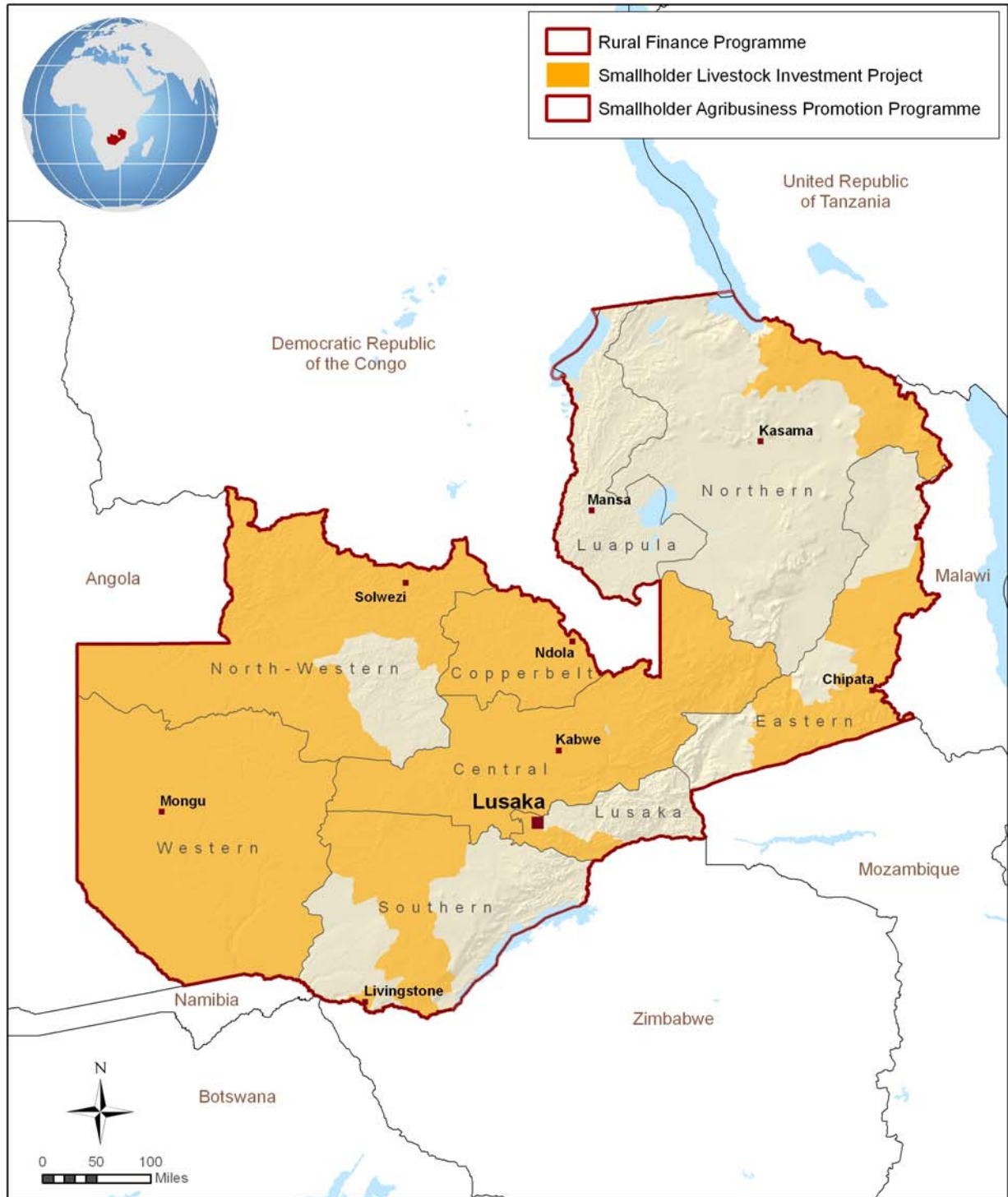
ACPG	Agricultural Cooperating Partners Group
COSOP	country strategic opportunities programme
CPMT	country programme management team
FAO	Food and Agriculture Organization of the United Nations
FISP	Farmer Input Support Programme
FMRP	Forest Resource Management Project
FRA	Food Reserve Agency
JICA	Japan International Cooperation Agency
M&E	monitoring and evaluation
MACO	Ministry of Agriculture and Cooperatives
MDG	Millennium Development Goal
MFI	microfinance institution
MFNP	Ministry of Finance and National Planning
MLFD	Ministry of Livestock and Fisheries Development
PBAS	performance-based allocation system
PEP	Performance Enhancement Programme
PMT	project management team
RFP	Rural Finance Programme
S3P	Smallholder Productivity Promotion Programme
SAPP	Smallholder Agribusiness Promotion Programme
SHEMP	Smallholder Enterprise and Marketing Programme
SLIP	Smallholder Livestock Investment Project
SNDP	Sixth National Development Plan
UNDAF	United Nations Development Assistance Framework
UNCT	United Nations Country Team
USAID	United States Agency for International Development
WFP	World Food Programme
ZNFU	Zambia National Farmers Union

Map of IFAD operations in the country

Zambia

IFAD-funded activities

COSOP



13-5-2011



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

IFAD Map compiled by IFAD

Summary of country strategy

1. The country strategic opportunities programme (COSOP) supports Zambia's National Agricultural Policy and Sixth National Development Plan, is consistent with the United Nations Development Assistance Framework and is derived from the IFAD Strategic Framework 2011-2015. It takes account of the country's macroeconomic and agricultural sector performance and trends in rural poverty, and builds on IFAD's experience in Zambia and the lessons learned during the course of the current (2004) COSOP. It reflects the consensus reached during the in-country consultation process.
2. The programme will principally target smallholder farmers and other rural people who are already organized or who have the potential to join organizations through which they can be linked to markets and services. Most of these are among the four-out-of-five smallholder households below the poverty line. The COSOP responds to an analysis of their constraints and opportunities and focuses on three strategic objectives aimed at enhancing: (i) their access to, and participation in, expanded and more competitive markets, within more efficient value chains; (ii) their access to, and use of, technologies and services for enhanced productivity, sustainability and resilience of crop and livestock production systems; and (iii) their access to, and use of, sustainable financial services. Increased public-private partnerships will be promoted across the programme. Gender, young people, HIV/AIDS and nutritional issues are all cross-cutting themes that will also be addressed. The programme will achieve its objectives through project activities and associated policy dialogue with Government and other stakeholders.
3. The first of these strategic objectives will be pursued through the ongoing Smallholder Agribusiness Promotion Programme (SAAP). This programme, which is due to continue until 2017, represents a scaling up of the most successful aspects of the earlier Smallholder Enterprise and Marketing Programme. It aims to increase the volume and value of agribusiness based on the output of smallholder farmers, by working with selected value chains at the post-production stages. Also in support of this objective, the opportunities for a project for commercialization of non-timber forest products could be explored for the period 2013-2015.
4. To achieve the second objective, the proposed Smallholder Productivity Promotion Programme (SAAP) (to be presented to the IFAD Executive Board in September 2011) will strengthen the crop production support services for smallholder farmers and promote pluralistic provision of these services, using the commodities supported under SAPP as an entry point. In the livestock subsector, the ongoing Smallholder Livestock Investment Project supports disease control for cattle and the livestock productivity support services. Consideration may be given to a follow-up project to start upon its completion in 2014.
5. The third objective is to be achieved through the ongoing Rural Finance Programme, which promotes the development of the rural financial services sector, with activities that range from support to community-based financial institutions to support for the development of a rural finance policy and strategy. The project is due for completion in 2013; depending on performance, a follow-up project to scale up its innovative features is envisaged for the period 2013-2015.
6. Particular efforts will be made, on one hand, to address the management and institutional constraints that frequently affect project implementation in Zambia, and on the other, to ensure that the various projects in support of the three objectives combine to offer synergies and contribute to a coherent and cohesive programme. Regular meetings of the project management team and a broader country programme management team, day-to-day back-up by the IFAD country office and close implementation support will all play a key role here and contribute to enhancing the programme's development impact.

Republic of Zambia

Country strategic opportunities programme

I. Introduction

1. The current IFAD country strategic opportunities programme (COSOP) for Zambia dates from 2004. Since that time much has changed: (i) Zambia has had several years of strong macroeconomic growth, creating new economic opportunities for the rural sector; (ii) while growth rates in the agricultural sector have remained below expectations, the country has become a major surplus producer of maize; (iii) the Sixth National Development Plan (SNDP) has recently been issued; (iv) the portfolio of IFAD-supported projects has evolved substantially, and a variety of lessons have been learned; and (v) new opportunities for partnership and cofinancing have emerged. An IFAD mission visited Zambia in September 2010 to refocus the IFAD programme to respond to this new context and identify potential future operations. The mission was guided by Government and informed by a participatory, consultative process (see appendix I) that involved stakeholders from civil society, the private sector and the international development community. This COSOP is based on the findings of that mission and those of various project and thematic studies. In May 2011 a draft version of this COSOP was reviewed in Zambia with national stakeholders and further modifications were made in response to the views expressed and comments received.

II. Country context

A. Economic, agricultural and rural poverty context

Country economic background

2. Zambia is a large landlocked country (753,000 km² – the 39th largest country in the world). Its population, which grew at 2.8 per cent during the 2000s, totalled only 13 million in 2010, giving it an extremely low population density of only 17 persons/km². Its gross national income per capita stands at US\$960; its Gini coefficient, at over 0.50 in 2006, indicates that income distribution has become extremely unequal; and its human development index, currently at 0.395, gives it a ranking of 150th out of 169 countries.
3. At independence in 1964, Zambia inherited an economy that was heavily dependent on the copper mining sector (accounting for more than 90 per cent of export earnings) and a population that was close to 50 per cent urban, one of the highest rates in sub-Saharan Africa. After 30 years of relatively poor economic performance, Zambia's macroeconomic situation has improved in the last 10 years: the economy grew at an unprecedented 4.8 per cent per annum between 1999 and 2009, and it is expected to continue growing at over 5.5 per cent in 2010 and 2011. Growth has been driven mainly by increased output in the construction, mining and service sectors.
4. The improved economic performance can be largely attributed to policy reforms initiated in 1991. Privatization of the state-owned mining companies removed a major drain on the Government's finances, while the liberalization of the economy led to substantial foreign investment in mining – boosted by the boom in copper prices – and in other sectors such as tourism and non-traditional agriculture. The Government has also improved its fiscal discipline. Since 2004 the fiscal deficit has been maintained at 3 per cent or less. In 2006 inflation was brought down to single figures for the first time in Zambia's history, which enabled the Government to reduce domestic debt and interest rates substantially and to reach the Heavily Indebted Poor Countries Initiative completion point, resulting in the cancellation of most foreign debt. Mobilization of domestic resources has also been substantially

improved and total revenues now cover 90 per cent of public expenditure. With a growing trade surplus, increasing foreign exchange reserves and an exceptionally low level of public debt, by mid-2008 macroeconomic performance was better than it had been for nearly 30 years.

5. With higher rates of economic growth, between 2003 and 2008 progress was made in 7 out of the 11 Millennium Development Goal (MDG) indicators, in particular for child malnutrition, primary education, infant mortality and the incidence of malaria (see appendix II). The 2008 MDG report indicates that targets for hunger (MDG1), education (MDG2), gender equality (MDG3) and HIV/AIDS (MDG6) are likely to be achieved, while the target for poverty reduction potentially can be met.

Agriculture and rural poverty

6. In Zambia, the agriculture sector employs over 50 per cent of the workforce, though its contribution to gross domestic product has been gradually declining and by 2008 amounted to only 12.2 per cent. The performance of the sector has been weak over much of the 2000s: smallholder yields have remained low and sectoral growth averaged only around 2 per cent per year for much of this period.
7. Zambia experiences good rainfall, ranging from 500 mm in the south to 1400 mm in the north, though the country is subject to floods and droughts. Only 20 per cent of the total arable land is cultivated and there is considerable scope for expansion in the area under cultivation. With distinct smallholder and commercial subsectors, Zambia's agrarian structure is profoundly dualistic. Smallholder farming households number approximately 1.1 million, over 20 per cent of which are headed by women. These households cultivate on average 1.5 hectares of land, generally using low-input, hand hoe technology and relying primarily upon family labour. They produce principally for household consumption, although about 30 per cent sell some of their production. There are some 40,000-60,000 emergent farmers who cultivate 5-20 hectares, typically using draught power, purchased inputs and hired labour; and their production is predominantly for sale. There are also 1,500 large-scale commercial farmers and a few large corporate operations that are growing in number.
8. Smallholder farming systems vary according to the agroecological conditions across the country. In northern Zambia, cassava is the main staple; in the south, maize is the principal food crop; in the centre, there are mixed maize/cassava systems. Overall, crop production is dominated by maize, which is grown by 80 per cent of farming households and in 2010 covered over half the area planted. Maize production is strongly promoted by the Government of Zambia through: (i) a targeted subsidized Farmer Input Support Programme (FISP); and (ii) a guaranteed maize purchase programme by the Food Reserve Agency (FRA), which in recent years has offered above market farm-gate prices, resulting in record harvests in 2010 and again in 2011. Other important smallholder crops include beans, groundnuts, rice, cotton, tobacco, sugar cane and vegetables. Around 180,000 smallholder farmers have adopted conservation farming practices to some degree. Some 20 per cent of smallholders own cattle, mainly in the drier southern part of the country, where draught power permits larger areas to be cultivated than in the north, where lack of labour is the principal constraint to increased production. Poultry are widespread, owned by over 90 per cent of households.
9. An estimated 300,000 or one quarter of all smallholders are linked to agribusiness, for crops such as cotton, tobacco, sugar cane, and horticultural crops. Outside these value chains, low population densities mean that for many farmers agricultural markets are distant, uncompetitive and not remunerative, while input costs are high – all of which creates little incentive for increased production. This is one set of factors behind the low productivity of the smallholder sector. Another factor is the plentiful availability of arable land, which means that expanding the area under cultivation, rather than intensifying the production system, remains a possibility for

many farmers. The productive capacity of farmers is also undermined by: lack of education and entrepreneurial skills; lack of capital and draught power; high dependency rates and seasonal labour constraints, combined with a high incidence of disease and hunger during the growing season; and the devastating effects of HIV/AIDS. Growing climatic variability and declining soil fertility and soil acidity also adversely affect agricultural production.

10. Overall rates of poverty have fallen in recent years, from 73 per cent in 1998 to 64 per cent in 2006. However rural poverty rates are not only considerably higher than urban rates, they have also declined far more slowly: from 83 per cent to 80 per cent between 1998 and 2006, compared with the drop from 56 per cent to 34 per cent in the urban areas. With population growth, it is likely that the number of rural people living in poverty will continue to increase. Rates of food insecurity, and of stunting amongst pre-school children, are also substantially higher in the rural areas. Unlike in many countries, poverty rates do not differ significantly across the country. Excluding Lusaka and Copperbelt provinces, which have large urban populations, the other seven provinces all have rates of poverty between 72 per cent and 79 per cent, with the rates in the rural areas generally over 80 per cent.
11. The vast majority of poor rural households are smallholder farmers. Yet livelihood diversification serves to manage risk and, for most rural households, agriculture is only one of a number of income sources. Typically it is most important to the poorest households, accounting for close to 70 per cent of the incomes of the poorest tercile of rural households, as against only 40 per cent for the best-off tercile. Reflecting the abundant natural resource base of the country, other activities such as fishing and exploitation of forest products are important for large numbers of rural households; and fish, mushrooms and honey are all major sources of income for them. Other important income sources include labour, both on- and off-farm, business and remittances.
12. Looking at the composition of rural households living in poverty, poverty rates are higher among the 20 per cent of those that are headed by women, and among households headed by elderly men and women – a consequence of the HIV/AIDS pandemic. Poverty is also linked to education: 85 per cent of households with a head who has had no education are poor. This falls to 78 per cent where the head has had primary education and 63 per cent of those with secondary education. Distance from economic and social facilities also drives poverty: 33 per cent of rural households live more than 10 km from the nearest food market; 54 per cent more than 10 km from the nearest inputs market; 22 per cent from the nearest health facility; 64 per cent from the nearest high school; and 78 per cent from the nearest bank.

B. Policy, strategy and institutional context

National institutional context

13. Zambia's financial and economic policy is driven by the Ministry of Finance and National Planning (MFNP). This Ministry is a key partner for IFAD not only in this role, but also for its responsibilities relative to rural financial service development. Other key institutions include the Ministry of Agriculture and Cooperatives (MACO), the Ministry of Livestock and Fisheries Development (MLFD) and the Ministry of Tourism, Environment and Natural Resources. MACO's structure comprises the Departments of Policy and Planning; Agriculture; Cooperatives, Agribusiness and Marketing; Administration and Finance; Human Resources; and Institutes for Research and for Seed Certification. This structure is replicated at the provincial and district levels. Each district is split into blocks and further into camps, each one (in theory) with a frontline camp extension officer. MACO promotes participatory extension approaches but is challenged by its limited institutional capacity at different levels.
14. In 2009, MACO identified its major capacity development needs as being in five key areas: (i) policy analysis and decision-making processes; (ii) functions, role and

capacities for services provision and for coordination; (iii) budget, planning and financial systems from the national to the district levels; (iv) human resources management and development; and (v) knowledge management and technology. Other concerns have been MACO's monitoring and evaluation (M&E) systems and the lack of priority given to financial management and control. All of these issues are to be tackled under a forthcoming European Union-financed Performance Enhancement Programme (PEP). Two other areas in which MACO has lagged behind are public-private partnerships and decentralization. In both these areas, however, some progress is now being made.

15. The apparent high priority given to the agriculture sector has not generally been reflected in its budget allocation: as a share of total expenditure, agriculture effectively received an average of 3 per cent between 1994 and 2002. It rose gradually to over 12 per cent in 2007 before falling to less than 7 per cent in 2010. A substantial share of this is used on FISP and the FRA's purchases of maize, which has squeezed the budgets for other essential MACO activities. Field-level activities are particularly affected. In addition, in recent years donor contributions to the sector have declined considerably, from over ZMK400 billion in 2007 to less than ZMK190 billion in 2011.
16. Other key institutions within the agricultural sector are the research organizations, which include the Zambia Agricultural Research Institute, the non-profit agency Golden Valley Agricultural Research Trust and a range of other public and private agencies conducting research on crops, livestock and fisheries. The Zambia National Farmers Union (ZNFU), together with its affiliate the Conservation Farming Unit, is a national membership-based organization for all types of farmers in Zambia. At the local level farmer organizations include primary and district cooperatives, promoted by MACO over many years, and the District Farmers Associations that are affiliated to the ZNFU.

National rural poverty reduction strategy

17. The Government's overall agenda for ensuring agricultural growth, poverty reduction and food security is guided by a series of agricultural development policies and strategies, all of which support the national Vision 2030, which is aimed at Zambia becoming "a prosperous middle-income country by 2030".
18. The main thrusts of the National Agricultural Policy 2004-2015 are increased production, sector liberalization, commercialization, promotion of public-private partnerships and provision of effective services that will ensure sustainable agricultural growth. Its vision for the agricultural sector is "to promote development of an efficient, competitive and sustainable agricultural sector, which assures food security and increased income". The Policy outlines its specific objectives as being to: (i) assure national and household food security; (ii) ensure that the existing agricultural resource base is maintained and improved upon; (iii) generate income and employment to maximum feasible levels; (iv) contribute to sustainable industrial development; and (v) expand significantly the sector's contribution to the national balance of payments.
19. The Government launched its SNDP 2011-2015 in February 2011. The Plan highlights the urgency of economic diversification and identifies five key growth areas: agriculture, tourism, manufacturing, mining and energy. Its vision for the sector reconfirms that of the National Agricultural Policy, while its goal is "to increase and diversify agriculture production and productivity so as to raise the share of its contribution to 20 per cent of GDP". The Plan identifies a number of strategic priorities for the crop production, livestock and fisheries subsectors. It also gives emphasis to promoting post-harvest technologies, agroprocessing and access to domestic, regional and international markets for agroproducts.
20. Zambia signed its Comprehensive Africa Agriculture Development Programme Compact in January 2011. The Compact comprises five programmes, for:

(i) sustainable land management; (ii) agricultural productivity improvement; (iii) agricultural marketing development and investment promotion; (iv) food and nutrition security; and (v) research, seeds and extension enhancement. It also commits the Zambian Government to agriculture marketing and credit acts; fertilizer distribution reforms; and an expanded role for the private sector.

Harmonization and alignment

21. The Joint Assistance Strategy for Zambia was signed in 2007 by sixteen of the Government's development partners, including IFAD. It contained commitments to improve aid prioritization, delivery and management, and to reduce transaction costs. A recent evaluation concludes that it has done little to promote greater country ownership or enable the Government to influence the decisions of development partners. A new Joint Assistance Strategy is currently under preparation.
22. IFAD-supported programmes are implemented by Government and through its systems, aligned with national policies and harmonized with complementary initiatives implemented in the agricultural sector by development partners. In addition to IFAD, development partners active in the sector include the African Development Bank (AfDB), European Union, Food and Agriculture Organization of the United Nations (FAO), Japan International Cooperation Agency (JICA), United States Agency for International Development (USAID), World Bank, World Food Programme (WFP), Finland, Norway and Sweden (see key file 3). Efforts are being made to advance the harmonization and alignment of development partners with Government systems and procedures through the Agricultural Cooperating Partners Group (ACPG) and through subgroups on livestock and irrigation. The Group is led by a rotating troika of "lead" partners representing the interests of the ACPG in the Agricultural Sector Advisory Group, which in turn is led by MACO and made up of stakeholders from the public and private sectors. With the establishment in 2008 of an IFAD country office in Lusaka staffed by an experienced country officer, IFAD has become an engaged and substantive member of the ACPG.
23. IFAD is also a member of the United Nations Country Team (UNCT) that prepared the recently launched United Nations Development Assistance Framework (UNDAF) for the period 2011-2015. The UNDAF brings together all the resident and non-resident agencies to "deliver as one", by guiding the development activities of the United Nations system in Zambia. The UNDAF seeks to support the Government's development efforts through activities that respond to the challenges of: high HIV prevalence, persistent poverty and food insecurity, increasing environmental degradation and climate change, declining human development trends and weakened governance systems. Within the UNCT framework, the Rome-based agencies – IFAD, FAO and WFP – actively seek opportunities for collaboration among themselves (see paragraph 59).

III. Lessons from IFAD's experience in the country

A. Past results, impact and performance

24. The logical framework of the 2004 COSOP was designed to increase income, improve food security and reduce vulnerability in rural areas. Five objectives were identified, though no quantified targets were defined.
25. The first objective was to **improve smallholder access to input and output markets**. It built on the experience of the Smallholder Enterprise and Marketing Programme (SHEMP, 2000-2008) and provided the basis for the subsequent Smallholder Agribusiness Promotion Programme (SAPP, 2010-2017). SAPP aims to increase the volume and value of agribusiness that is based on the output of small-scale producers by working with selected value chains at the post-production stages. It has faced start-up problems, though implementation is expected to accelerate in 2011. The second objective was to **increase smallholder incomes from non-**

timber forest products. The associated Forest Resource Management Project (FRMP, 2000-2006) was closed early after a weak implementation performance. The third objective, to **improve access to rural financial services**, is being pursued under the ongoing Rural Finance Programme (RFP, 2007-2013). The fourth objective, to **reinvigorate the rural livestock sector**, was the basis for the Smallholder Livestock Investment Project (SLIP, 2007-2014), the objective of which was to reduce the incidence of cattle diseases and restock smallholders with draught animal power. Following a critical mid-term review in 2010, the programme's performance has improved significantly. The fifth and final objective, to **increase use of natural resources management and conservation farming techniques in order to increase food production** was not followed up. It remains a relevant area for IFAD support, however, and will be picked up again under this COSOP.

26. The orientation of the COSOP has been broadly appropriate and has given clear guidance and direction to the individual projects supported. Project performance, which has gradually improved over time, has depended not only on the quality of design but also on: (i) the different institutional partners with which IFAD has worked and their differing capacity for management and implementation; (ii) the strength of the various project coordination units and the individuals employed in these; and (iii) the growing impact of the IFAD country office and stronger, IFAD-conducted implementation support. Nonetheless, beyond the individual projects there has been only limited success in developing a cohesive country programme in which the different interventions create synergies and support one another. Instead, till now, the programme has essentially comprised a number of separate projects. Under this COSOP, improvements can be made in this area.

B. Lessons learned

27. A general lesson from all IFAD interventions is that government agencies working in agriculture and rural development face challenges in taking on new functions or assuming new ways of delivering services. This points to the need for: (i) simplicity in project design; (ii) the establishment of coordination units that can support the line functions; (iii) implementation support to assist project managers in managing for development results; and (iv) building national ownership over the projects. Contracted staff and service providers have not always performed to the standards required. It is critical that contracts allow for regular review of performance and opportunities for renewal or termination. Government decision-making can be slow and can lead to delays in project implementation; however it is important to respect these processes and timespans if ownership is to be maintained. In addition, financial management and accountability is not consistently strong, and this means that it is not appropriate to fully rely on national systems. There is instead need for separate accounts, careful cashflow management and active support to financial management systems. There has also been insufficient collaboration and learning among projects; insufficiently strong governance arrangements; and, till recently, inadequate follow-up and support from IFAD.
28. Historically, Zambia has had a strong welfare culture, reflected both in government policies and in donor-supported projects that offered investments and grants without commitment from the rural population. This led to a culture of dependency, stifled initiative and wasted public resources. The Government is now trying to foster a "mindset change": promoting farming as a business, encouraging a savings culture and giving a greater role to other stakeholders in the agricultural sector. These efforts need to be actively supported and located within a larger vision of private sector-led agricultural development.
29. A lesson highlighted in the recent programme completion report (PCR) validation exercise for SHEMP conducted by the Independent Office of Evaluation of IFAD (IOE) is that if farmers are to participate more effectively in commodity value chains, then they need support not only to access the markets but also to increase their productivity and respond to the market's requirements. This was not addressed

under SHEMA, where a market for cassava was found but then lost again as farmers proved unable to supply the market in the quantities required. SAPP, the follow-up to SHEMA, was designed too soon to take on board this lesson, and it too provides no direct production support. Under this COSOP, a Smallholder Productivity Promotion Programme (S3P) focused specifically on these issues will be supported.

30. The PCRs for SHEMA and FRMP pointed to the value of rural roads in linking remote rural communities to markets and services. Although labour-based techniques for road works have had mixed success, they bring benefits beyond the road itself; important lessons have been learned under SHEMA. However, prioritization and selection of roads is a key issue, as is road maintenance, and arrangements need to be in place prior to making investments in road construction or rehabilitation. Here, useful lessons have been learned under the World Bank-financed Agricultural Development Support Project with output and performance based road contracting. While IFAD can provide limited support for farm-to-market access roads, substantial investment in rural roads is beyond IFAD's scope and mandate, and partnerships with other development partners willing to invest in this critical area will be of importance.

IV. IFAD country strategic framework

A. IFAD's comparative advantage at the country level

31. Since the early 1980s IFAD has consistently worked through Government, in particular through MACO, and has sought to build national ownership for the projects it has supported. In doing so, it has built strong relationships with key ministries and is today considered a credible, supportive development partner, working at both project and policy levels. In addition, with country programmes across the developing world, but specifically in Eastern and Southern Africa, IFAD is recognized as offering a doorway to experience, lessons and knowledge in neighbouring countries: a commodity that is increasingly valued as Zambia seeks innovative solutions to its rural development challenges. The COSOP will leverage these important assets for programme impact.
32. In terms of thematic areas, IFAD's comparative advantage lies in those areas in which it has gained experience and learned lessons that can be used to deepen or scale up its engagement, and in the areas that in turn are linked to and support these areas. There are three such areas. The first is smallholder commercialization and agribusiness promotion, an area in which IFAD is the only development partner that works with and through the Government. Experience spans agricultural and natural resource-derived commodities under SHEMA and more recently SAPP, as well as under FRMP and the grant-financed regional trade association for natural products, PhytoTrade Africa. The second is in enhancing the productivity and sustainability of smallholder farming systems (crops, livestock). Here there is an opportunity for IFAD to make a substantial difference, sponsoring research on key issues for smallholder farmers, building and harmonizing extension methodologies, strengthening the linkages between research, extension and markets, and piloting approaches designed to develop a more pluralistic, market-driven form of service provision. The third is rural finance, where IFAD is the only development partner with a substantial programme. Although RFP made a slow start, the components for building community-based financial institutions, strengthening the policy environment for rural finance in Zambia and promoting new financial services through the innovation and outreach facility, are all proceeding well. The lessons already learned under RFP will provide an important platform for further support to the sector during this COSOP period.
33. The three areas identified should form the basis of IFAD's country programme for Zambia. Critically, the three can combine to offer important synergies with one another. For example, the creation of market opportunities in selected value chains can provide an important entry point into on-farm production support, increased

productivity is a precondition for substantive market engagement and established market relations can facilitate access to credit. These synergies will be further developed under the COSOP.

B. Strategic objectives

34. The IFAD country programme for Zambia will cover the period from 2011 to 2015, which corresponds to the duration of the Government's SNDP and two cycles of IFAD's performance-based allocation system (PBAS). The country programme will be aligned with the National Agricultural Policy and SNDP's goal for the agricultural sector. It will be consistent with the priority themes of the UNDAF. Its priorities will be derived from the IFAD Strategic Framework 2011-2015. Within this overall framework, the IFAD country programme for Zambia will continue to have as its goal **to increase the incomes, improve the food security and reduce the vulnerability of rural people living in poverty**. It will include three strategic objectives (see also appendix III).
35. **Strategic objective 1: Access to and participation in expanded and more competitive markets by poor rural men and women are increased, within more efficient value chains.** The strategic objective will be achieved through an array of interventions along value chains for specific commodities (crop, livestock, fisheries and forest-derived) of particular importance to smallholder producers. Improved market access will provide incentives for smallholder farmers to increase the productivity and sustainability of their farm systems, which will be facilitated through complementary support provided under the programme. The recently started SAPP will be the main delivery vehicle for this objective. Opportunities for a project to commercialize non-timber forest products could also be explored during the period 2013-2015.
36. **Strategic objective 2: Access to and use of technologies and services for enhanced productivity, sustainability and resilience of smallholder production systems are increased.** Achievement of the strategic objective will involve the strengthening and diversification of service provision (the supply), and the strengthening of farmer capacity to productively draw on and use these services (the demand). It will require a focus on improving the access to and use of improved technologies for crop and livestock production, together with more sustainable land management by smallholder households. This will be accomplished through two projects: (i) the ongoing SLIP, which is scheduled to continue until 2014 (and a possible follow-up project); and (ii) a new and larger project – S3P – that will promote increased crop productivity, sustainable land use and enhanced resilience to climate change and its impacts.
37. **Strategic objective 3: Access to and use of sustainable financial services by poor rural men and women are increased.** The strategic objective will be achieved through a systematic approach to the development of rural financial services, encompassing community-based financial institutions, microfinance institutions (MFIs) and commercial banks, and through the policy framework for rural financial services. It will support the other strategic objectives related to agricultural production and marketing, as well as supporting non-farm rural enterprises. The delivery vehicles will be the ongoing RFP, which continues until 2013, and a possible follow-up intervention, if justified by performance and policy framework and the need and potential value-added.
38. In all of these areas, IFAD will work with the Government of Zambia and other stakeholders to promote "smart" government: identifying areas where the private sector, farmers' organizations and NGOs can improve upon the services delivered to rural people; piloting new approaches for public-private partnerships; and developing new roles for government and strengthening its capacity to perform them. These may include engaging directly where there is market failure; strengthening the capacity of service providers where necessary; and playing a

stronger regulatory, supervisory and monitoring role where other players have taken on service delivery roles.

39. Other key issues that need to be mainstreamed across the country programme include: (i) ensuring that women gain from “farming as a business” and are not excluded from profitable production and marketing opportunities, identifying specific activities from which they can benefit, empowering them financially, enabling them to take a more active role in decision-making at the household and community levels and monitoring their participation in project activities; (ii) creating economic opportunities that can be taken up by young people in rural areas, and ensuring that they are not excluded from participation in project-supported activities; (iii) ensuring that project activities do not facilitate to the spread of HIV/AIDS and, to the extent possible, that HIV/AIDS-affected households can benefit from project activities; and (iv) ensuring that rural households, and women in particular, have the knowledge, production and incomes to address the chronic nutritional deficits that affect many people, particularly rural children.

C. Opportunities for innovation and scaling up

40. There are ample opportunities for innovation and scaling up under the country programme, even though most of the innovations are likely to be context-specific, adopting new technologies and approaches that have been piloted, and even widely applied, elsewhere. Specific opportunities will be developed during the implementation of the individual projects; broad areas of opportunity are outlined below.
41. There are a variety of opportunities for innovation and scaling up in agricultural value chains, along the continuum from production to retailer. Here SAPP represents a scaling up of the most successful parts of the earlier SHEMA and will certainly provide further opportunities for innovative approaches to improve the efficiency of the selected value chains. Public-private collaboration has been promoted under SAPP in the context of value chain analysis and intervention. It will also be used in the piloting of new forms of service delivery to support production under the proposed S3P. Market opportunities identified under SAPP will provide an entry point for the production support services under the proposed S3P. This sort of market demand-led approach to public extension services has not been used before in Zambia.
42. Management of soil fertility is a major issue in northern Zambia and the conservation farming techniques that have been widely promoted are not well adapted to the agroecological conditions and farming systems found there. There is a real need – and for the proposed S3P a major opportunity – to conduct research aimed at developing locally-adapted conservation farming techniques. Also, under S3P there would be significant opportunities to scale up, and locate within Government systems, some of the innovative approaches for supporting smallholder farmer productivity developed under other donor-financed projects such as the Agricultural Support Programme, the Programme for Luapula Agriculture and Rural Development (PLARD) and the World Bank-financed Agricultural Development Support Project.
43. Community-based financial institutions are still relatively uncommon in Zambia, particularly in the rural areas. Depending on the results achieved through the support that RFP has been offering them, there may be valuable opportunities to scale up the experience under a future intervention. RFP’s innovation and outreach facility has explicitly sought to encourage a range of financial institutions to pilot new products, approaches and technologies that enable them to expand their rural outreach. Some of these pilot projects will certainly provide the basis for scaling up, if not by the private sector then possibly by future project interventions.
44. Mobile telephony is widespread in Zambia (even in the bottom quartile of the population 40 per cent of households use a phone at least weekly), and it is already

providing an important platform for innovation and scaling up. Under SHEMP, an SMS-based market information service was established, and subsequently scaled up. It will play an important role complementing SAPP's efforts to bring smallholder farmers into selected value chains. Under RFP mobile phone-based banking is being piloted and efforts are currently being made to identify how SMS messaging can be used to improve accountability and/or monitoring of performance within the extension service.

D. Targeting strategy

45. With high levels of rural poverty across the entire country, an important aspect of the targeting strategy is to promote broad-based growth in the agricultural sector and the rural economy more widely to benefit as many rural households as possible. The strategy itself, supported by the Government, is based on self-targeting: ensuring that project activities are of interest to, and can be taken up by, large numbers of poor rural households, while less attractive to the minority of better off ones. In practical terms, the overall target group consists of smallholder farmers and other rural people who are already organized or who have the potential to join local organizations through which they can be linked to markets and services. Typically, better-off farmers exclude themselves from this group, as they have less need to join such organizations. The approach to be used draws on IFAD's experience in Zambia, which suggests that supporting rural people's organizations not only is an effective way of reaching a large number of poor rural households, but also can be an important vehicle for empowering them and enabling them to internalize a "farming as a business" and savings culture.
46. Most of those participating will be among the 80 per cent of smallholder households that are below the poverty line. These include those who already sell some produce and those who primarily grow food crops but occasionally sell surpluses, or could do so should market opportunities be available to them. Women farmers will be particularly targeted; attention will also be given to identifying activities that can be taken up by young people. The IFAD country programme is not an appropriate vehicle for reaching the very poorest households, which are assisted more effectively by ongoing social programmes implemented by Government and NGOs.
47. In all projects efforts will also be made to identify and promote activities that can be taken up by poorer households. For example, it is expected that some of the technologies to be promoted under the proposed S3P – such as cuttings of improved cassava varieties or cassava graters – will be of particular interest to poorer farmers and to labour-scarce households. Savings groups can be an effective instrument for targeting very poor households, particularly women. Indeed, to date 74 per cent of savers in the community-based financial institutions supported by RFP are women. In addition, in the Zambian context increased agricultural production typically creates a demand for greater amounts of hired on-farm labour, so resulting in expanded economic opportunities for very poor households.
48. Finally, a range of outputs associated with the country programme are likely to benefit the broader rural population beyond the programme target group. These include improvements in: (i) functioning of rural financial, agricultural and marketing services; (ii) the relevant policies and legal and regulatory frameworks; and (iii) access roads. All of these are likely to stimulate rural economic growth and reduce rural poverty.

E. Policy linkages

49. As an active member of the ACPG, IFAD will participate in the Group's ongoing policy dialogue with the Government, including on the key issues related to maize production and marketing. In addition, all IFAD-supported projects will serve as vehicles for learning; identifying key policy and institutional issues; and contributing to a policy environment that enables broad-based rural economic growth and poverty reduction. Support provided could include consultations, studies, technical

support and sharing of experience across the subregion; actors in the various processes will include the Government, farmers' organizations, the private sector and the ACPG. Specific policy issues will be identified through the experiences of project design and implementation. The broad areas for policy dialogue will reflect the strategic objectives and are likely to include the following.

50. In relation to strategic objective 1, in support of improved market access for poor rural people within more efficient value chains, the key issues are likely to include: (i) creating an enabling environment for attracting agribusiness investment; (ii) developing public-private partnerships and creating space for policy dialogue between the private sector and the Government on relevant agribusiness issues; (iii) developing an appropriate legal framework for farmer groups engaging in economic activities; and (iv) assisting the Government in drawing on the knowledge emerging from donor-financed projects in this area.
51. Under strategic objective 2, focused on increased productivity, sustainability and resilience of smallholder production systems, the country programme could work in areas such as: (i) strengthening and harmonizing appropriately tailored approaches for agricultural extension; (ii) supporting institutional capacity-building within MACO, in close coordination with the EU-financed PEP, and strengthening the linkages and learning between extension and research; (iii) developing approaches for MACO to promote, regulate and monitor service provision by non-government actors; (iv) assisting MACO in coordinating external donor-financed initiatives, learning from them and integrating positive features into its approaches; and (v) supporting the MACO devolution strategy and plan.
52. Under strategic objective 3, focused on expanded rural financial services, the immediate issue is the current development of a rural finance policy and strategy. Its completion is likely to point to the need both to develop a new regulatory/supervisory framework for rural financial service delivery and to act on more specific policy and institutional issues such as: (i) the incentive framework for commercial banks and MFIs to expand their services and products into the rural areas; (ii) defining a path for MFIs to become deposit takers; (iii) the legal framework for mature community-based financial institutions; or (iv) issues related to remittance or micro-insurance services.

V. Programme management

A. COSOP monitoring

53. The results framework in appendix III will provide the basis for monitoring the programme as a whole. Programme monitoring will be linked to project M&E and based on outcome-level project indicators; and will serve to strengthen the evidence base for policy dialogue. In collaboration with the project managers, further work will need to be done to establish quantitative targets and baseline data for the outcomes and milestones of each strategic objective. IFAD is already assisting the projects in designing appropriate M&E systems and improving the timeliness and quality of M&E data, which is already contributing to their improved management. With supplementary financing from Sweden and Finland, IFAD is supporting MACO's efforts to strengthen its M&E function in the agricultural sector and its food security early warning unit.
54. Each year members of the country programme management team (CPMT) and other invitees will participate in an in-country review of the COSOP. This will require analysis of: (i) project M&E reports, Results and Impact Management System (RIMS) reports and MACO data; (ii) data from project status reports, country programme issues sheets, the IFAD client survey and the PBAS scores; (iii) project supervision reports, mid-term reviews and completion reports and IOE assessments thereof; and (iv) Central Statistical Office reviews and MDG progress reports. The conclusions will

lead to an annual COSOP progress report, based on the results framework and its indicators. The COSOP mid-term review will take place in early 2013.

B. COSOP management

55. Appendix V presents two project concept notes for possible inclusion in the project pipeline. The first, S3P, would support strategic objective 2 and would be developed in 2011. The second, a Rural Finance Expansion Programme supporting strategic objective 3, could be developed during the 2013-2015 PBAS cycle. A third possible project could support either strategic objective 1, assisting rural populations in improving their links to markets for non-timber forest products, or strategic objective 2, as a follow-up to SLIP, assisting livestock owners in increasing their production for improved market access. Decisions regarding the scope of a third new project, and what sort of intervention it should be, would be taken in late 2012.
56. Three specific initiatives will strengthen the management of the country programme. The first will be the convening of monthly meetings of the project management team (PMT), made up of all project managers and their colleagues. These will play a critical role in resolving operational problems, sharing practical experiences, results achieved and lessons learned, exploring opportunities for innovation and scaling up, and developing synergies among the projects to enhance impact. Second, there is need for the project managers to be closely engaged with the key ministries and stakeholders in the agricultural/rural sector. The CPMT, which would meet quarterly, would be expanded to take in not only the PMT but also the members of the MACO-led project design group and participants from outside Government: the ZNFU, NGOs, the private sector and academia. Third, there is recognition that project steering committees (PSCs) have not been sufficiently effective: on one hand, the scope for having common PSC membership would be explored; on the other, efforts would be made to ensure that the PSCs take a more proactive role in guiding project implementation and holding project managers accountable for performance. The country officer and country programme manager (CPM) would be responsible for supporting and monitoring these initiatives.
57. Backstopped and closely supported by the CPM, the country officer will play a key role in the day-to-day management of the country programme. He will convene the PMT and CPMT meetings, take part in project supervision missions and COSOP reviews, and participate in meetings of the ACPG and the UNCT. All projects will be IFAD-supervised, which is expected to enhance implementation performance, improve IFAD's capacity to engage in policy dialogue, strengthen partnerships and generate knowledge for IFAD. Experience suggests that intensive implementation support, particularly at start-up, and strong fiduciary management, are essential; both will be provided under the programme.

C. Partnerships

58. IFAD's principal partnership is, and will continue to be, with the Government, represented by MFNP, both in its role as official representative of Government and as implementing agency for RFP, and by the key sector ministries. These include MACO, the implementing agency for SAPP and S3P, and MLFD, the implementing agency for SLIP. There may also be scope to reactivate IFAD's collaboration with the Ministry of Tourism, Environment and Natural Resources, the implementing agency for FRMP.
59. Beyond Government, IFAD will continue to build partnerships with the development partners and other United Nations agencies, and with farmers' and other community-based organizations, NGOs and the private sector. IFAD has established close collaborative relations with Sweden and Finland (both of them providing cofinancing through SAPP), and Finland has also expressed its interest in cofinancing the proposed S3P. There are good opportunities for collaboration with the EU-funded PEP, and for coordination and knowledge-sharing with other partners active in the agricultural and rural development sector, such as (but not limited to) JICA and USAID (see key file 3). Among the Rome-based United Nations agencies, FAO

implements projects promoting cassava production and conservation farming, both of which offer opportunities for partnerships, while WFP's Purchase for Progress programme may yet become an important source of market opportunities for smallholder producers of cassava and beans supported by SAPP and S3P. Other partners will include the ZNFU (already a member of the steering committees of ongoing projects) and their district-level affiliates; international and local NGOs and MFIs, such as Africare, Keepers Zambia Foundation and Micro Bankers Trust, and private sector companies including commercial banks and agricultural marketing companies. In addition, IFAD will be open to forging new partnerships – for collaboration, coordination and knowledge sharing – wherever these offer opportunities for contributing to the strategic objectives of the COSOP.

D. Knowledge management and communication

60. Knowledge management and communication will be a key feature of the programme, at a number of different levels. First, through the PMT knowledge sharing and management among different projects will be actively promoted, to reduce implementation bottlenecks and promote operational synergies that will foster the achievement of the development objectives of the projects. In addition to the PMT and CPMT, measures could include having a single set of governance arrangements for more than one project; joint work planning and budgeting; regular operational meetings between PMTs; and joint annual review exercises. The grants programme has made little contribution to learning in Zambia, and under the COSOP grants will be used more strategically to pursue this goal. Second, improved knowledge management and communication within Government will be supported: within MACO's extension service; between extension and research; and between MACO and other donor-financed initiatives at the provincial and district levels. Support will also be provided to strengthen MACO's M&E system. Third, there is need to build on existing approaches to knowledge management and communication with external stakeholders: linkages with the IFAD-supported thematic and knowledge management networks under FIDAFrique will be strengthened; and IFAD will make available technical assistance to strengthen the communication skills of the CPMT and help develop a country communication strategy.

E. PBAS financing framework

61. Zambia is eligible for financing on the basis of highly concessional loans. IFAD's indicative allocation for the funding cycle 2010-2012 is US\$25.45 million. Table 1 shows the most recent PBAS scores, while Table 2 shows how the allocation could vary in response to changing project-at-risk (PAR) and rural sector scores.

Table 1
PBAS calculation for COSOP year 1

<i>Indicator</i>		<i>Scores</i>
A(i)	Policy and legal framework for rural organizations	3.75
A(ii)	Dialogue between government and rural organizations	3.75
B(i)	Access to land	3.50
B(ii)	Access to water for agriculture	3.50
B(iii)	Access to agricultural research and extension services	3.67
C(i)	Enabling conditions for rural financial services development	4.00
C(ii)	Investment climate for rural businesses	4.00
C(iii)	Access to agricultural input and produce markets	4.00
D(i)	Access to education in rural areas	4.75
D(ii)	Representation	3.33
E(i)	Allocation and management of public resources for rural development	3.25
E(ii)	Accountability, transparency and corruption in rural areas	3.50
Sum of combined scores		45.00
Average of combined scores		3.75
PAR rating 2009		4
IRAI rating 2010		3.51

Table 2
Relationship between performance indicators and country score

<i>Financing scenario</i>	<i>PAR rating (+/- 1)</i>	<i>Rural sector performance score (+/- 0.3)</i>	<i>Percentage change in PBAS country score from base scenario</i>
Hypothetical low case	3	3.45	-23
Base case	4	3.75	0
Hypothetical high case	5	4.05	26

F. Risks and risk management

62. Risks have been identified for the country programme as a whole, and for the three individual strategic objectives. At the level of the country programme, the overarching risks include the limited implementation capacity in relevant institutions; the weak financial management capacity and lack of financial accountability in Government; the lack of capacity among service providers; the implications of the Government's costly input subsidy and marketing programmes for maize (FISP and FRA); the possible difficulty in ensuring collaboration between projects; and the risk of increasing climate-change related shocks for the rural population.

COSOP consultation process

1. Design of the 2011-2015 RB-COSOP was undertaken during 2010 and early 2011, and included the following processes.
2. A three-week, six-person mission visited Zambia in September 2010 with the twin objectives of refocusing the IFAD country programme through the design of a new COSOP and identifying potential future operations that would support it. The mission followed a participatory, consultative process, involving:
 - Close interaction with the Ministry of Finance and Planning (MFNP)
 - A series of consultations with senior representatives of key implementing ministries, including MACO and MLFD.
 - Meetings with the IFAD Country Programme Management Team, consisting of representatives of the three ongoing IFAD-supported projects.
 - A series of meetings with development partner representatives, including: WB, ADB, WFP, FAO, EC, Norway, Sweden, Finland, JICA, SNV and USAID.
 - A Consultative Workshop at the Agricultural Consultative Forum (ACF) to which all technical Ministries were invited, as well as a number of farmers organizations, NGOs and civil society organizations.
 - Meetings at which the mission presented its preliminary findings and sought feedback, first with the Agricultural Cooperating Partners Group, and then with MACO, under the chairmanship of the PS.
 - The signing of an aide memoire, highlighting the mission's findings and confirming GRZ's agreement with these, by the Country Programme Manager and representative of MFNP.
3. Various drafts of the COSOP were prepared between October 2010 and May 2011. The document was then subject to peer review within IFAD and partner organizations. In May 2011 the Acting Country Programme Manager visited Zambia and, in a series of discussions, reviewed with senior representatives of Government (MFNP, MACO and MLFD) and national stakeholders (private sector, farmers' organization, academia and NGOs) the draft COSOP. These served to confirm their support for the programme and to highlight issues requiring reflection in the COSOP document. Further modifications to the COSOP were then made to reflect the comments received from both the peer reviewers and stakeholder in Zambia. The COSOP was then approved by IFAD's Operational and Strategy and Policy Guidance Committee (OSC), and further validated by Government.
4. Presentation of the COSOP to IFAD's Executive Board is scheduled for September 2011.

Country economic background

COUNTRY DATA

Zambia

Land area (km2 thousand) 2008 1/	743	GNI per capita (USD) 2008 1/	950
Total population (million) 2008 1/	12.62	GDP per capita growth (annual %) 2008 1/	3
Population density (people per km2) 2008 1/	17	Inflation, consumer prices (annual %) 2008 1/	12
Local currency Kwacha (ZMK)		Exchange rate: 1.00 USD = 4,750.40 ZMK	
Social Indicators		Economic Indicators	
Population growth (annual %) 2008 1/	2.5	GDP (USD million) 2008 1/	14 314
Crude birth rate (per thousand people) 2008 1/	43	GDP growth (annual %) 1/	
Crude death rate (per thousand people) 2008 1/	17	2000	3.6
Infant mortality rate (per thousand live births) 2008 1/	92	2008	6
Life expectancy at birth (years) 2008 1/	45	Sectoral distribution of GDP 2008 1/	
Total labour force (million) 2008 1/	4.69	% agriculture	21
Female labour force as % of total 2008 1/	44	% industry	46
Education		% manufacturing	12
School enrolment, primary (% gross) 2008 1/	119	% services	33
Adult illiteracy rate (% age 15 and above) 2008 1/	29	Consumption 2008 1/	
Nutrition		General government final consumption expenditure (as % of GDP)	9
Daily calorie supply per capita	n/a	Household final consumption expenditure, etc. (as % of GDP)	66
Malnutrition prevalence, height for age (% of children under 5) 2007 1/	45.8	Gross domestic savings (as % of GDP)	25
Malnutrition prevalence, weight for age (% of children under 5) 2007 1/	14.9	Balance of Payments (USD million)	
Health		Merchandise exports 2008 1/	5 093
Health expenditure, total (as % of GDP) 2007 1/	6.2	Merchandise imports 2008 1/	5 070
Physicians (per thousand people) 1/	n/a	Balance of merchandise trade	23
Population using improved water sources (%) 2006 1/	58	Current account balances (USD million)	
Population using adequate sanitation facilities (%) 2006 1/	52	before official transfers 2008 1/	-1 721
Agriculture and Food		after official transfers 2008 1/	-1 046
Food imports (% of merchandise imports) 2008 1/	6	Foreign direct investment, net 2008 1/	939
Fertilizer consumption (hundreds of grams per ha of arable land) 2007 1/	275	Government Finance	
Food production index (1999-01=100) 2007 1/	115	Cash surplus/deficit (as % of GDP) 2007 1/	-0.8
Cereal yield (kg per ha) 2008 1/	2 146	Total expense (% of GDP) ^{a/} 2007 1/	23
Land Use		Present value of external debt (as % of GNI) 2008 1/	6
Arable land as % of land area 2007 1/	7	Total debt service (% of GNI) 2008 1/	1
Forest area as % of total land area 2007 1/	56	Lending interest rate (%) 2008 1/	19
Agricultural irrigated land as % of total agric. land 2007 1/	n/a	Deposit interest rate (%) 2008 1/	6.6

a/ Indicator replaces "Total expenditure" used previously.

1/ World Bank, *World Development Indicators* database CD ROM 2010-2011

COSOP results management framework

Country strategy alignment	Key Results for IFAD – Zambia COSOP			Institutional/ Policy objectives
<p>Sixth National Development Plan (2011-2015).</p> <p>The vision for the agriculture sector is “an efficient, competitive, sustainable and export-led agriculture that assures food security and increased income by 2030.”</p> <p>The goal is “to increase and diversify agriculture production and productivity so as to raise the share of its contribution to 20 percent of GDP by end-2015”.</p>	Goal: increase income, improve food security and reduce vulnerability in rural areas.			
	Strategic Objectives	Outcome Indicators	Milestone Indicators	Policy dialogue agenda
	SO1: Access to, and participation in, expanded and more competitive markets by poor rural men and women are increased, within more efficient value chains.	<ul style="list-style-type: none"> • Increased value of sales (crops, livestock, NTFP) from smallholder farmers • Percentage of smallholder farmers as net sellers on markets increases from x to y% 	<ul style="list-style-type: none"> • Value of investment in agribusiness with smallholder participation (\$x million) • Nos. smallholder farmers (M/F) participating in selected value chains 	Enabling environment for agribusiness investment; PPPs and creating space for policy dialogue between the private sector and Government; legal framework for farmer groups engaging in economic activities; and improved KM emerging from a variety of donor-financed projects in this area.
	SO2: Access to and use of technologies and services for enhanced productivity, sustainability and resilience of smallholder production systems are increased.	<ul style="list-style-type: none"> • Production of selected crops increases by x% • Av. yields of selected crops increase by y% • Production of selected livestock products increased by z% 	<ul style="list-style-type: none"> • Nos. smallholder farmers (M/F) that have adopted improved agricultural technologies (varieties, SLM practices) 	Extension policy and methodology; institutional strengthening and linkages with research; coordination of, and learning from, donor-financed projects; pluralistic service provision and GRZ’s role; decentralization.
SO3: Access to and use of sustainable financial services by poor rural men and women are increased.	<ul style="list-style-type: none"> • Nos. rural people (M/F) financing consumption and production activities with loans. • Nos. rural people (M/F) using savings accounts or services. • Nos. rural people (M/F) in savings groups 	<ul style="list-style-type: none"> • Nos. commercial banks active in rural areas • Nos. MFIs active in rural areas • Nos. active savings groups in rural areas • Rural finance policy in place 	Policy and institutional environment for the development of rural financial services sector, with the forthcoming Rural Finance policy as a starting point.	

NB. Further work to quantify the indicators will be undertaken with the project managers and in the course of project design exercises.

Previous COSOP Results Framework

Narrative Development Goal	Verifiable Indicators	Means of Verification	Assumptions
<p>Goal</p> <p>To increase incomes, improve food security and reduce vulnerability in rural areas</p>	<ul style="list-style-type: none"> - Increased smallholder incomes and assets - Reduced incidence of stunting in rural areas - Increased food production by the poorest 	<ul style="list-style-type: none"> - National poverty monitoring statistics - National human development reports - Agricultural sector statistics and sector data 	<ul style="list-style-type: none"> - Improved macroeconomic framework conditions
<p>Objectives</p> <p>To improve smallholder access to input and output markets</p> <p>To increase smallholder income from non- timber forest products</p> <p>To improve access to rural financial services</p> <p>To reinvigorate the smallholder livestock sector</p> <p>To increase use of NRM and conservation farming techniques, mainly in outlying areas, including by woman-headed and HIV/AIDS-affected households, to increase food production</p>	<ul style="list-style-type: none"> - Agricultural production increased - Increased number of smallholders marketing produce - Increased number of crops marketed - Average farm-gate prices for outputs increased <p>As per the Forest Resource Management Project</p> <ul style="list-style-type: none"> - Regulatory framework and oversight established - Sustainable rural finance institutions established - Increased saving among rural communities - Increased access to credit by rural communities <ul style="list-style-type: none"> - Public control of national/territorial livestock diseases - Private veterinary services strengthened - Community-based animal health care systems developed - Improved delivery of animal husbandry advice/extension - Increased livestock herd and livestock marketing by smallholders <ul style="list-style-type: none"> - Improved farmer knowledge of low input technologies - Increased smallholder use of labour-saving techniques - Extensive crop and livestock production expanded - Woman-headed and HIV/AIDS-affected households improve access to food 	<ul style="list-style-type: none"> - Agricultural statistics and sector data - Programme M&E reports - Programme impact assessments <p>Programme M&E reports</p> <ul style="list-style-type: none"> - Bank of Zambia reports - Financial sector surveys - Programme M&E reports - Programme impact assessments <ul style="list-style-type: none"> - Livestock and animal health statistics - Programme M&E reports - Programme impact assessments <ul style="list-style-type: none"> - Agricultural statistics and sector data - Programme M&E reports - Programme impact assessments 	<ul style="list-style-type: none"> - Attractive price/cost ratios between inputs and outputs - Satisfactory performance of SHEMA - Conducive policy and institutional environment to facilitate private-sector participation (*) <ul style="list-style-type: none"> - Adequate management of implementing NGOs <ul style="list-style-type: none"> - Reduced inflation and real interest rates - Adequate rural demand for financial services <ul style="list-style-type: none"> - Markets exist for livestock products - Government committed to a policy/institutional framework involving satisfactory balance between public, community-based and private services (*) <ul style="list-style-type: none"> - Smallholders have access to land for cropping and grazing, and to increased use of water resources

Project Pipeline during the COSOP period

1. Smallholder Productivity Promotion Programme

- A) **Possible Geographical Area and Target Groups.** The programme will initially focus on Luapula and Northern provinces, which together account for some 70-80% of national cassava and mixed bean production. Within these provinces a limited number of districts will be prioritized and targeted. Expansion into other production systems beyond these two provinces is envisaged during the course of project implementation. The target group would consist of productive small-scale/ smallholder rural farmers that are organized in farmers groups and/or cooperatives, or are willing to join such groups. In selecting the commodities to be supported by the programme, particular attention will be given to their impact on both household food security and income, and their importance for women and young farmers
- B) **Justification and Rationale.** The starting point for the programme was the recognition that, while the ongoing SAPP provides support to smallholder farmer participation in agricultural value chains, it does not address the productivity constraints that contribute to limiting smallholder farmers' participation in these value chains. With cassava selected as a priority value chain for SAPP, the cassava-based production systems of northern Zambia would provide the entry point for the programme to strengthen the production support services and so enable farmers to increase their productivity for both cash sales and food security purposes, and better manage the low fertility, acidic soils found in northern Zambia.
- C) **Key Programme Objectives.** The S3P would be to sustainably improve income levels, food and nutrition security for poor agricultural households in target areas. This would be achieved by increasing the production, productivity and sales of smallholder farmers in target areas.
- D) **Ownership, Harmonization and Alignment.** The Programme would contribute to the achievement of the objectives of the Sixth National Development Plan. It would be managed and in large part implemented by the Ministry of Agriculture and Cooperatives, which has actively promoted the design of this programme. It would complement and be closely linked to other development partner initiatives, including the Finnish-financed PLARD II and the EU-financed PEP. Cofinancing with the Finnish Government is anticipated.
- E) **Components and Activities.** The programme would comprise two main Components. The first, **Sustainable Smallholder Productivity Growth** would include field level interventions related to sustainable productivity growth of smallholder farmers involved in cassava-based production systems in target areas. Its activities would aim to strengthen: (i) farmer organizations; (ii) agricultural research; and (iii) extension services. The second, **Enabling Environment for Productivity Growth** would address critical constraints in the enabling environment for smallholder productivity growth, including: (i) improved rural infrastructure and improved access to productivity enhancing equipment and assets; (ii) the policy and institutional framework to provide the necessary support services; and (iii) programme coordination, management and monitoring and evaluation.
- F) **Costs and Financing.** The total cost of the programme is likely to be in the order of US\$ 40 million, to be financed by an IFAD loan (US\$ 25 million), by a grant from the Finnish Government, and by contributions from Government (taxes foregone) and programme participants.
- G) **Organization and Management.** The Programme will be managed by dedicated staff in a unit within the Policy and Planning Department of MACO, and under the guidance of the director. It will be closely linked to the management structure for SAPP, to ensure close coordination between the two programmes. Implementation

will be through the MACO line agencies, working closely with both NGOs and private sector companies providing services in support of responsive and accountable, pluralistic farmer support services.

- H) **Monitoring and Evaluation Indicators.** Improved monitoring and evaluation, and knowledge management, is critical to MACO's efforts to improve the effectiveness of its research and extension services. Indicators could include: (i) numbers of farmers adopting improved varieties, and SLM practices; (ii) average yields achieved by smallholder farmers; (iii) percentage increase in incomes and against food security indicators by programme participants.
- I) **Risks.** The programme would be subject to the generic risks that affect the entire country programme (see Table 3), linked to national capacity. In addition, it would be subject to more specific risks, including the fact that the lack of land pressure in Zambia may offer little incentive for intensification of farming systems; the fact that limited market opportunities may offer smallholder farmers little incentive for increasing their productivity; and the fact that, in northern Zambia, there is currently a lack of appropriate conservation farming technologies that farmers can adopt.
- J) **Timing.** The programme was identified in September 2010. The detailed design process commenced in January 2011. A Quality Enhancement Review was conducted in March, and the final design mission took place in April/May. Quality Assurance review is scheduled for July 2011, with presentation to the Executive Board in September 2011. The programme itself is expected to be implemented over a seven-year period, 2012-2018.

2. Rural Financial Services Expansion Programme

- A) **Possible Geographical Area and Target Groups.** National, with priority given to expanding and deepening financial services into those areas not currently covered by service providers, yet where commercial opportunities for doing so exist. Target group to comprise rural population not served by financial services, with services tailored to the 80 per cent of rural households in poverty.
- B) **Justification and Rationale.** The ongoing RFP has made good progress in terms of expanding community-based financial institutions, piloting innovative approaches that enable financial service providers to expand their outreach, and supporting the development of a policy framework for rural financial services. In doing so, IFAD has developed a good working relationship with MFNP, which can be further built on.
- C) **Key Programme Objectives.** The Programme would have as its objective to expand the availability of sustainable financial services in the rural areas, and increase their access and use by poor rural men and women. The objective would be achieved through a systematic approach to rural financial services development, encompassing community-based financial institutions, MFIs, commercial banks and other financial service providers (e.g. agro-processors, mobile phone companies), as well as through continued policy dialogue relative to rural financial services.
- D) **Ownership, Harmonization and Alignment.** The programme would be implemented using national institutional arrangements, structures, systems and procedures. It would support and be implemented within the framework of GRZ's broader Financial Sector Development Plan, which is supported by DFID and SIDA.
- E) **Components and Activities.** Possible components would include: (a) support for expansion of savings groups and community-based financial institutions; (b) support to MFIs, commercial banks and other financial service providers, possibly made available on a competitive basis; and (c) support for policy development. New products, technologies and approaches for sustainable financial service delivery would be supported wherever possible.

- F) **Costs and Financing.** Dependent on resources under the 2013-2015 PBAS cycle. Potentially up to US\$ 30 million over seven years, with an IFAD loan in the order of US\$ 25 million.
- G) **Organization and Management.** The programme would be managed by MFNP, through the Rural Finance Unit; it would involve participation by a range of non-government financial institutions and service providers, including NGOs, both for capacity development of savings groups and as MFIs, commercial banks and other financial service providers.
- H) **Monitoring and Evaluation Indicators.** These could include (i) the numbers /percentages of rural people financing consumption/ investment activities with loans; (ii) the numbers/proportions of rural people using savings accounts or services; (iii) the numbers/proportions of rural people in savings groups; (iv) the numbers of commercial banks active in rural areas; (v) the numbers of MFIs active in rural areas; and (vi) the numbers of active savings groups in rural areas. The indicators would also reflect the IFAD Decision Tools for Rural Finance; thus, for example, the financial and social performance of the project-supported service providers (portfolio at risk, efficiency, etc.) would also be monitored. All data would be gender disaggregated where relevant.
- I) **Risks.** The programme would be subject to the generic risks that affect the entire country programme (see Table 3), linked to national capacity. In addition, it would subject to more specific risks, including the possible undermining of the emerging savings culture in Zambia; the fact that financial service providers may ultimately be unwilling to expand into ever more remote and sparsely populated areas, where transaction costs are high; and the possibility that the rural finance policy is not developed and propagated as expected.
- K) **Timing.** The programme will be financed during PBAS cycle 2013-2015, and its design would be timed to enable the programme to start up upon completion of the current RFP, expected 30 March 2014. This points to the need to start the programme design process towards the end of 2012, with presentation to the Executive Board in April or September 2013.

Key file 1: Rural poverty and agricultural/rural sector issues

Priority areas/ affected groups	Major Issues	Required Actions
Rural Poverty	<ul style="list-style-type: none"> • Zambia's Human Development Index, at 0.395, ranks it 150th out of 169 countries. This is reflected in high levels poverty & hunger, poor education attainment, gender inequality performance, child health, reproductive health, high HIV&AIDS incidence and low access to safe water and adequate sanitation • Good progress on MDGs, with targets on hunger (MDG1), education (MDG2), gender equality (MDG3) and HIV/AIDS (MDG6) likely to be achieved. Huge challenges remain however. • Rural areas have missed out on benefits of economic growth: rates of rural poverty higher than urban, and declining more slowly. In 2006 67% of rural population defined as extremely poor, with poverty spread evenly across Zambia's 7 provinces. • High levels of food insecurity, particularly in rural areas, with 42% of rural pre-school children stunted. • Most rural poor are smallholder farmers: poverty highest in HHs headed by old people, female, people without education, and those furthest from markets and social facilities (schools, clinics) 	<ul style="list-style-type: none"> • Support MFNP to make rural development central to Zambia's quest to achieve the MDGs by 2015 • Promote revitalization of agriculture development in general to help achieve broad based growth and cut poverty and hunger (MDG 1) • Promote commodities of significant importance to smallholders in general and women farmers in particular • Promote investment in rural infrastructure – particularly rural roads.
Rural Livelihoods: General	<ul style="list-style-type: none"> • While rural livelihoods are diverse, and exploitation of forest products and fishing are important for many households, smallholder agriculture remains the main activity, and particularly important for poorest households. • Vulnerability to long term trends – 25 years of poor economic performance leaving serious deficits in key investments (rural economic and social infrastructure); HIV&AIDS' general debilitating impact on livelihoods (e.g. by seriously eroding the asset pentagon) with negative impacts higher among women; Natural resource depletion partly due to more intensive exploitation and use of wrong production methods. • Vulnerability to shocks – climate change and variability with rising frequency of droughts alternating with floods in some areas, animal diseases and deaths, death and sickness in the family, macroeconomic shocks (e.g. Kwacha appreciation, fuel price hikes, global economy business cycles) • Vulnerability to seasonal factors – food availability lowest during the rain season when labour demand peaks and incidence of diseases (malaria and diarrhea) also peak, little cash income generation during slack period • Area based vulnerabilities – Some areas much more prone to droughts and floods, poor soils such as due to acidity, declining soil fertility, etc. 	<ul style="list-style-type: none"> • Promote labour-based projects and help generate cash income during slack period • Helping farmers take a more business approach to farming will enhance financial base • Promote and strengthen, where they exist, savings and credit schemes. Help revitalize rural credit through innovative products • Promote participatory NRM and the mainstreaming of climate change mitigation and adaptation • Promote creation of livestock disease free zones for a vibrant livestock sector • Promote labour-saving technologies and production techniques • Promote small livestock to deal with labour-scarcity and the building of the rural population's financial base • Promote better preparedness for Natural Disasters • Help develop ability to forecast policy impacts and macroeconomic shocks on different social groups and the design of adequate mitigation measures • Effective mainstreaming techniques for HIV&AIDS, gender and poverty in proposed interventions

Priority areas/ affected groups	Major Issues	Required Actions
	<ul style="list-style-type: none"> Vulnerability also a function of weak human capital characteristics – skills and knowledge to address risk. 	
Agriculture Production and Productivity	<ul style="list-style-type: none"> Low population densities in rural areas leads to high transaction costs for agricultural marketing and for agricultural service delivery; leads to high costs for infrastructure development (roads, electricity, telecommunication, storage facilities, etc); and makes farmer organization a challenge. Thin or non-existent markets reduce incentives to increase production Available land reduces incentives to increase productivity Weak linkages between agricultural research and extension services, and thin coverage for service delivery– and inadequate access by farmers. Low education levels of small farmers, especially among women, constraining ability to effectively use extension and market information Inadequate commercial orientation to farming, which is considered as a way of life rather than a business Production credit non-existent outside organized value chains. Low on-farm investments due to low financial assets, unsupportive land tenure system, etc Negative effects of climate change and variability Purchase and timely use of inputs undermined by lack of purchasing power, as well as assumption of FISP delivery Dominance of maize even in areas where it is not economical to produce Decline in soil fertility in the more productive areas of Zambia Labour constraints at the height of farming season due to lack of farm power mechanization, prevalence of diseases and low food stocks, AIDS, gender discrimination 	<ul style="list-style-type: none"> Support achievement of MDGs beyond MDG 1 Commercialisation of smallholder agriculture through appropriate interventions along value chains Investment in research (e.g. on cassava) and in strengthening research/extension linkages Build on ASP-developed household and group based approach to extension, helping smallholders to: <ul style="list-style-type: none"> Plan, cost and record all their activities Use economic information to take key decisions and produce for specific markets Make on-farm investments to enhance productivity and value addition Support provision rural financial services through innovative products appropriate for the rural poor Promote conservation farming tailored to specific agro-ecol. conditions, and include aspects with more long term impacts such as agroforestry technologies Facilitate better access to fertilizer and hybrid seeds through access to financial services and cash income (off season agric production, off-farm enterprises, small livestock, etc) Mainstream HIV&AIDS and gender issues in extension services
Agriculture Sector Funding	<ul style="list-style-type: none"> Size of agriculture budget growing; yet FRA and FISP account for two-thirds of budget with emoluments claiming significant share of the rest, leaving little for other operations. Planned improvement in field service delivery shown but need to be sustained. Subsidised inputs crowd out the private sector deliveries and discourage investments in new private fertiliser sales networks. Misallocation and inefficiencies in usage does not encourage sustainable fertiliser use. Diversion raises incomes of some but does little to raise crop productivity. Late delivery of inputs does not improve productivity. 	<ul style="list-style-type: none"> Support to MACO (Agribusiness & Marketing Department) for cohesion and increased efficiency in the management of the rural economic development process. Diversify farm base through market-led opportunities. Those productive farmers with potential to respond to market signals will be able to make rational production decisions. For those smallholders with some production potential, use demand-pull/market-led approaches to build self-reliance based on commercial approach and relationships, and higher incomes.

Priority areas/ affected groups	Major Issues	Required Actions
Commercialisation of smallholder production and promotion of value addition	<ul style="list-style-type: none"> • Inadequate market infrastructure: storage, collection centres, feeder roads. • Markets are typically distant from smallholder farmers and uncompetitive. • Lack of entrepreneurial culture, business and financial management skills. • Absence of contract loyalty/credit repayment culture among small farmers. • Limited supply contract-based market linkages. • Low purchasing power of local consumers, local market volumes. • Limited value addition and high dependence on buying and selling of unprocessed agricultural products, dominated by food items. • Limited availability of skilled service providers. • Lack of adequate and timely market information. • Limited availability/access to financial services. • Limited capacity of farmer based organizations to bargain and negotiate. • Lack of skills in post harvest, value-adding and agro-processing activities. • Limited capability to identify/exploit value chain opportunities. • High levels of illiteracy, innumeracy 	<ul style="list-style-type: none"> • Reduce transaction costs through infrastructure development. • Facilitate resilient market linkages based on sustainable business relationships. • Promote market-led agro-processing ventures. • Facilitate generation of market information and timely dissemination. • Facilitate development of storage and market infrastructure by private sector/joint venture. • Collaborate with relevant stakeholders to promote financial services to support business ventures. • Develop marketing skills among service providers. • Identify market opportunities and convey to farming community. • Provide agribusiness technical advisory services to boost agricultural commercialisation through: <ul style="list-style-type: none"> – Mentoring. – Product Development. – Market Development. – Supply Chain Development. – Market Information Dissemination.
Public sector capacity to support rural development.	<ul style="list-style-type: none"> • Agric. research under-funded and only weakly linked to extension • Extension service weak – poorly staffed on the ground due to high turnover, poor camp infrastructure, little operational funding, lack of in-service training for staff, many not fully equipped in facilitation • ABM which should support private sector has no policy framework and strategy and service delivery systems yet to be fully developed; it does not yet have sufficient professional and technical staff (some assigned to the FSP on a full-time basis) with competencies to support development of a competitive agribusiness sector; and many need to be equipped with the necessary skills to support agribusiness. • Opportunities for public-private partnerships (PPPs) for agric. Service delivery not sufficiently exploited. • Centralized decision making to support Community-Driven Development • Policy uncertainty e.g. export bans, import tariffs and quotas; prices at which FRA will buy and sell, affects the efficient operation of the private sector. It creates risk, acts as disincentive to invest in output and inputs markets 	<ul style="list-style-type: none"> • Support MACO to work out detailed investment plan and strategy to guide SNDP implementation • Support MACO to build policy and planning machinery to ensure coordinated rural commercialisation process. • Support policy dialogue on how to ensure sector funding is according to sector priorities • Support reinvigoration of research and extension services • Strengthen MACO ABM to be able efficiently to play its public sector role in the private sector-led agribusiness agenda, and build capacity of ABM staff in the Districts and Provinces. • Promote private sector/NGO partnerships, and their provision of services, in tandem with public services. • Promote service provision that responds to market-oriented knowledge needs of the poor.

Key file 2: Organizations matrix (strengths, weaknesses, opportunities and threats [SWOT] analysis)

Organization	Strengths	Weaknesses	Opportunities/threats	Remarks
Ministry of Agriculture and Co-operatives	<ul style="list-style-type: none"> National influence and expertise in all facets of agricultural production. Existence of necessary extension network (camps, blocks and district structures) and working as main interface with farmers A variety of experiences with Participatory Extension Approach, over a number of years Extension workers, block supervisors and subject matter specialists qualified enough to adapt to introduction of new methodologies Existence of farmer institutes training centres in each district for demonstration of appropriate technologies and training of farmer management skills Existence of Farm Institutes for In-service Training and higher level farmer training Many messages on farm production and productivity still relevant 	<ul style="list-style-type: none"> Allocations to FRA and FISP limit resources available for operations. Inability by officers at district, block and camp level to visit farmers or support farmers' initiatives due to lack of resources High number of unfilled positions at district, block and camp levels Inadequate training and exposure to modern methodologies by extension staff Lack of effective linkages to agricultural research (ZARI) Support for cooperatives not sufficiently business-oriented Limited number and quality of MACO publications (e.g. annual statistics and monthly bulletins) indicative of weak M&E systems Lack of coordinating mechanisms with other ministries and organizations (MOL, MCDSS, MCTI, ZDA, etc) Weak sector policy leadership Weak financial management systems Weak capacity to modernize and discharge key functions for a Ministry of Agriculture Little progress in establishing pluralistic service provision, based on collaboration with private sector/NGOs Weak partnerships with DPs, mostly due to lack of agreement on budget allocation Weak capacity to enforce existing legislation 	<p><u>OPPORTUNITIES:</u></p> <ul style="list-style-type: none"> MACO has noted legal constraints. Planning to review and rationalize relevant statutes Will to reform within MACO, with organizational transformation envisaged under EU-financed PEP MOL has adopted policy of allocating at least 30% of land titles to women in the state land to improve their access to land; In 2011 Zambia signed CAADP Compact as a rallying initiative for coordinated support to agriculture – targeting 6% agric growth, 10% expenditure allocation to the sector A re-emergence of global interest in funding agriculture Many organizations willing to partner with MACO's extension and research services Accepted by farmers as the lead institution to provide agric services Existence of PPP models in extension and research that could be extended to other areas <p><u>THREATS</u></p> <ul style="list-style-type: none"> Most of the traditional systems that regulate land tenure treat women as minors who cannot directly own land Centralization of political power unsupportive to Community-Driven Development Agriculture governed by many pieces of legislation managed by different organizations. Contradictory statutes in some cases 	<ul style="list-style-type: none"> Need for strong leadership to modernize and fully decentralize functions IFAD supporting MACO's M&E systems, through Swedish and Finnish grants provided under SAPP. The EU-financed PEP and the forthcoming S3P will address many of the institutional weaknesses highlighted

Organization	Strengths	Weaknesses	Opportunities/threats	Remarks
			<ul style="list-style-type: none"> Absence of key legislation like the Agric Credit Act constraining private sector role in agriculture 	
Ministry of Livestock and Fisheries Development	<ul style="list-style-type: none"> Existence of necessary network for veterinary services and livestock extension Both DoLVS and DoF adopted participatory approach. Strongly backed for DoF by the amended Fisheries Act of 2007 	<ul style="list-style-type: none"> New ministry in existence for only two years. Still developing systems and strengthening sub-national structures Yet to demonstrate strong sector policy leadership Huge capacity deficit: historical decline in public funding to livestock and fisheries to prevent and control diseases of nat'l economic importance, has resulted in undermining of livestock service delivery over the years High number of unfilled positions at district and sub-district levels with the DoF especially only having token presence in most fisheries, except during the annual closed season (December thru February) when it makes a concerted effort to enforce the ban on fishing activities. Weak capacity to enforce existing legislation by both livestock and fisheries departments 	<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> Increasing appreciation of the importance of livestock including small livestock and fisheries in rural livelihoods MLFD has initiated process of reviewing legislation, policies, strategies and methodologies for livestock development <p><u>THREATS</u></p> <ul style="list-style-type: none"> Livestock farmers low willingness to pay hindering development of a private sector driven veterinary services Important legislation like the Water, Wildlife and Land Acts paying scanty attention to fisheries Some chiefs owning personal lagoons not subject to seasonal closure interfering with management of legislation 	<ul style="list-style-type: none"> The ongoing SLIP is supporting the new ministry to develop its systems and structures.
Ministry of Lands	<ul style="list-style-type: none"> Recent improvements in data capturing and management in land allocation and ownership 	<ul style="list-style-type: none"> Inadequate clarity regarding authority to allocate land between the state (president), traditional leadership and local authorities Centralized issuance of certificate of title makes it very costly for potential title holders ; Lack of coordination of land use functions spread among different institutions; Lack of systematic planning in the land delivery process; and, Lack of a systematic mechanism to deal with abuse of office by the agent of the Commissioner of Lands. 	<p><u>THREATS</u></p> <ul style="list-style-type: none"> Inadequate sensitisation on conversion of customary tenure to lease hold tenure Differences in the nature and form of customary land tenure across the country. Lack of guidelines on the role and functions of traditional authorities and local authorities in land administration Unclear assignment of land rights and responsibilities Lack of popular participation by the local people in land alienation decisions 	<ul style="list-style-type: none">
Ministry of Community	<ul style="list-style-type: none"> Existence of an elaborate institutional framework for social protection (SP) in 	<ul style="list-style-type: none"> MCDSS occupies weak space in the wider GRZ institutional framework to 	<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> Existence of coordination forums at 	<ul style="list-style-type: none">

Organization	Strengths	Weaknesses	Opportunities/threats	Remarks
Development and Social Services (MCDSS)	<p>general and the Public Welfare Assistance Scheme (PWAS) in particular rising from community to national level</p> <ul style="list-style-type: none"> The PWAS has a well elaborated reporting system targeted at financial allocations, resource provision and beneficiary targeting and receipts. Data aggregation and provincial performance reports are produced at provincial level before submission to the HQ 	<p>be an effective champion of SP agenda and policy due to:</p> <ul style="list-style-type: none"> SP roles spread across a range of ministries besides the MCDSS (e.g. Labour, Agriculture, Health and Education), grant funded organisations like NAC and NGOs. Weak liaison between the SP-SAGs, the MFNP and sector ministries MCDSS has challenges to secure wider political buy-in in the SP agenda Limited capacity for policy analysis and training and professional development undermining needed confidence to assume strong leadership role Weak ownership and commitment within the MCDSS to some aspects of SP such as cash transfers which are more championed by donors The functionality of PWAS undermined by the low and erratic funding Weak sustainability of the PWAS system due to dependency on volunteers MCDSS state of physical assets and infrastructure in districts including office accommodation very poor 	<p>provincial, district and sub-district levels provides many opportunities for the MCDSS to sell and allow other agencies to buy into its agenda</p> <ul style="list-style-type: none"> Donor keenness and willingness to support social protection <p><u>THREATS</u></p> <ul style="list-style-type: none"> Little public pressure on government to provide social protection to the poor Not seen by more “powerful” ministries as a particularly convincing policy champion in the field of poverty reduction 	
Research Institutions - Zambia Agriculture Research Institute (ZARI), Golden Valley Agricultural Research Trust (GART), University of Zambia (UNZA)	<ul style="list-style-type: none"> ZARI’s research agenda setting participatory in a bottom-up fashion ZARI stations located strategically in the three agro-ecological zones GART’s diverse nature of funding sources allows it to undertake research of interest to both small scale and commercial farmers UNZA research playing special role as main objective is to contribute to qualifications of UNZA staff and add to their publications lists Current staffing of ZARI at 73% of the establishment in 2009 as well the qualification and quality of researchers (MSc and PhD holders) judged as satisfactory 	<ul style="list-style-type: none"> Of late and due to funding challenges, ZARI participatory approach to research agenda setting not working as well as it once did with frequency of meetings and the participation of a wide range of partners declining. Low budget execution rates for ZARI, especially for regional stations as well as the erratic and unpredictable monthly releases affecting negatively the continuity of the work. All donor contributions to GART (more than 50% of research funding) earmarked grants for specific activities which restricts its research agenda setting based on perceived needs Links between UNZA research, ZARI 	<p><u>OPPORTUNITY</u></p> <ul style="list-style-type: none"> Increasing regional cooperation in agriculture research Reemerging international interest in supporting agriculture research <p><u>THREATS</u></p> <ul style="list-style-type: none"> Many senior researchers at ZARI nearing retirement age. 	

Organization	Strengths	Weaknesses	Opportunities/threats	Remarks
		<p>and extension service virtually non-existent</p> <ul style="list-style-type: none"> • Socio-economic researchers under-represented in the research system, undermining understanding on low productivity despite existence of necessary technologies 		
Local Government Structures	<ul style="list-style-type: none"> • Deconcentration of MACO to provinces, districts and camps better advanced under MACO compared to other ministries. MACO at all these levels • Some political accountability for local services. 	<ul style="list-style-type: none"> • Limited progress in decentralization • Very limited management capacities. • Few resources reaching sub-national levels; staff demotivated • Inadequate staffing levels • Too much staff hours spent on FISP management at critical time in farming season 	<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Existence of a Decentralisation Policy • Inclusion of decentralisation in the draft constitution • District and sub-district structures (DDCC, ADC, ZDC, VDC) allowing inter-organisational cooperation • MACO well recognised at district and sub-district levels <p><u>THREATS</u></p> <ul style="list-style-type: none"> • Inadequate political will to carryout decentralisation in eight years since Policy adopted 	<ul style="list-style-type: none"> • Development of local Government structures is ongoing but incomplete.
Traditional Authority	<ul style="list-style-type: none"> • Very good understanding of and strong influence on communal life. 	<ul style="list-style-type: none"> • Limited technical capacity. • Inexperience in market-based development. 	<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Partner in participatory development. 	<ul style="list-style-type: none"> • Not necessarily representative of participating smallholders
Apex Farmer Organisations (AFOs) – Zambia National Farmers Union, Peasant Farmers Association of Zambia, Women in Agriculture	<ul style="list-style-type: none"> • Membership driven and thus credible with farmers • Committed leadership • Written constitutions to guide operations • Available support (technical and financial) from donors • For ZNFU, a functional secretariat with capable management and technical staff, and innovative programmes in support of their members • Extensive networking and linkages among farmer organizations • Represented on key dialogue platforms. Have opportunity to influence policy/ operating environment • Credibility with government and other stakeholders. 	<ul style="list-style-type: none"> • Limited financial resources and funding sources although things better for ZNFU • Donor dependency, especially by ZNFU • Poor and limited communication systems • Apart from ZNFU, other AFOs have inadequate office accommodation, they lack own assets, they have inadequate human capacity at leadership and secretariat levels, and inadequate skills in leadership, advocacy and lobbying, and they lack adequate accounting systems • Inadequate promotional activities, marketing 	<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • A vast untapped membership • Increasing donor support to social economic development • Political stability and improving policy environment <p><u>THREATS</u></p> <ul style="list-style-type: none"> • Government policy inconsistency • Majority of potential members engaged in low profit agriculture activities • Poor rural infrastructure hampering effective communication with members as well members access to markets leading to low earnings 	

Organization	Strengths	Weaknesses	Opportunities/threats	Remarks
			<ul style="list-style-type: none"> The devastating impacts of HIV&AIDS Non payment of registration and annual subscription Inadequate support from donors (for non-ZNFU AFOs) and government 	
Cooperatives, District Farmers' Associations, and other farmer groups	<ul style="list-style-type: none"> Voluntary grassroots organizations High level farmer interest Some have strong business orientation, offer important services Links to national level apex organizations Good interface with other structures at community level Strong and vibrant in areas where projects worked with farmer groups/ cooperatives 	<ul style="list-style-type: none"> In some, weak management and poorly organized Dominance of only a few individuals Cooperatives that only become active during fertilizer distribution Cooperatives not fully compliant with the Cooperatives Act Limited financial resources 	<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> Good entry point for farmer mobilization and service provision <p><u>THREATS</u></p> <ul style="list-style-type: none"> Political interests able to hijack agenda of farmer organisations 	
Private sector	<ul style="list-style-type: none"> Driven by profit motive, need for efficiency. Growing interest in providing services to smallholders. Flexibility in matching supply and demand. Outgrower funding for some crops – cotton, tobacco, flowers. 	<ul style="list-style-type: none"> Small stock market intermediaries colluding. Limited access to credit. Limited outreach of support services. Limited collaboration with government 	<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> Could play larger role in extension, marketing services. <p><u>THREATS</u></p> <ul style="list-style-type: none"> Policy inconsistencies Unsupportive regulatory environment 	<ul style="list-style-type: none"> Poorly developed wholesale supply chain and transport infrastructure.
Bank and Micro-Finance Institutions	<ul style="list-style-type: none"> Rising domestic savings as a share of GDP from about 6% in the 1990s to around 16.5% in the 2000s – surpassed SSA corresponding average in 2006 Number of commercial bank branches has grown rapidly in the period 2006-2009; reaching 264 across 17 banks as of September 2009 Number of ATMs increased from 54 to 295 over the period 2004-2008 Innovative money transfer schemes emerging such as mobile transfer systems Growing interest in service delivery in the rural areas 	<ul style="list-style-type: none"> Financial services sector in early stages of development compared to other countries in ESA Poor savings and credit culture, with many years of poor experiences with credit programmes <p><u>BANKING SECTOR</u></p> <ul style="list-style-type: none"> Low financial intermediation due to small size and coverage of banking sector Dependency of bank earnings on lending to blue chip companies, foreign exchange trading and trading in Government securities Labour market rigidities – restrictive labour legislation, immigration procedures and limited training programmes for banking professionals 	<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> Improving policy and regulatory environment An increasingly stable macroeconomic environment Small farmers willingness to participate in savings and credit schemes <p><u>THREATS</u></p> <ul style="list-style-type: none"> Poor credit and savings culture Low population densities in rural areas mean transaction costs are high Apparently low demand for financial services due to high poverty levels Significant share of business 	<ul style="list-style-type: none"> Expansion of banks and MFIs into rural areas being supported under RFP

Organization	Strengths	Weaknesses	Opportunities/threats	Remarks
		<ul style="list-style-type: none"> • Weak legal infrastructure • The high cost of banking services • High cost of credit despite declining inflation rates due to high operational costs and risk <p><u>MICRO-FINANCE INSTITUTIONS</u></p> <ul style="list-style-type: none"> • Micro-finance industry limited in scale, nos. of players and outreach compared to other countries in ESA • Dearth of skilled human resource • Inadequate rural branch network • Limited liquidity due to the crowding-out effects of GRZ's borrowing from the banking system and tight monetary policy (i.e. high statutory reserves) • Cumbersome procedures and requirements for opening a savings account • Commercial banks consider lending to smallholder farmers to be very risky • Lack of a credit reference bureau 	<p>owners are unaware of micro-credit opportunities</p> <ul style="list-style-type: none"> • Inadequate legal infrastructure 	
Local NGOs	<ul style="list-style-type: none"> • Good understanding of local environment 	<ul style="list-style-type: none"> • Lack of understanding of business and markets. • Operating on very small scale • Methodologies vary in focus and quality • Limited capacity to upscale services 	<p><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Able to build own capacity through work with international NGOs. • Possible partners for community capacity building interventions. • Steady increase in number and quality of Local NGOs focused on rural and agricultural development. 	

Key file 3: Complementary donor initiative/partnership potential

Donor/ Agency	Project/ Programme	Project/Programme Coverage	Status	Synergy potential
Royal Norwegian Embassy	Conservation Agriculture Programme (CAP)	In 1999, MACO declared Conservation Farming/Conservation Agriculture and related technologies a priority for promotion by both MACO and the various partner Institutions, in order to address the issue of low farm productivity and sustainable productivity.	Ongoing	
	Conservation Agriculture Scaling Up for increased Productivity and Production (CASPP)	The Conservation Farming Unit (CFU) of ZNFU is currently implementing a 5 year CAP supported by the Norwegian Government to scale up CA. The current phase is coming to an end in December 2010. Together with the Government of Finland Norway has responded positively to support a new and possible expanded phase of the program. Within the existing CAP program a research component implemented by GART is intended to provide up to date research on conservation agriculture. The two-year CASPP is being implemented by MACO, with technical and administrative support from FAO and with financial support from EU and Norway. The programme aims to scale up conservation farming and mainstream it within MACO and adapt CF technologies for higher-rainfall areas. It is being implemented in 11 districts	Ongoing	Good potential: S3P expected to support R&D for CA technologies adapted to cassava-based farming systems. It can collaborate with / build on CASPP work.
	New projects in preparation.	The Government of Norway is also considering a new project with Ministry of Community Development focusing on 170,000 “vulnerable but viable” households. It would include cash transfers (safety nets), extension and access to inputs and promote CA with CFU. National in scope. Start in 2011.	Under preparation	
USAID	PROFIT (Production, Finance and Technology Project).	The project’s aim is to increase smallholder client production and productivity by reducing costs of production and, together with private and public sectors, extend services to some 100 000 small farmers in high economic potential areas in Zambia. The project focuses on value chains and on the development of support industries, such as financial services and inputs. It works over the entire national territory. Its goals are to: (i) Improve the competitiveness of selected industries in which large numbers of SMEs participate and might benefit. (ii) Foster the sustainability of competitiveness to enable firms and industries to respond to market demands, both in the short and long run. (iii) Increase the breadth and depth of benefits at the industry, SME and household levels. In doing so, PROFIT aims to apply the following intervention principles: (i) Goal: Assure the competitiveness of the whole industry over time while assuring that growing	2005-2011 Likely extension of 5 years.	Good potential: SMEs supported by PROFIT can be active participants in agricultural value chains supported under SAPP

Donor/ Agency	Project/ Programme	Project/Programme Coverage	Status	Synergy potential
		<p>numbers of SMEs participate and benefit. (ii) Methodology: Foster a greater role for the private sector and a more strategic role for Governments, donors and project implementers – who should act as market facilitators rather than players. PROFIT has been designed around the hypothesis that sustained economic growth in the agricultural sector and in Zambia in general will be best achieved through the diversification of the rural economy, a focus on export development and the linkage of small producers into commercial markets.</p>		
	Food Security Research Project	<p>FSRP is a collaborative research programme, involving MACO, the Agricultural Consultative Forum, the Central Statistical Office, Ministry of Finance, the Agricultural Economics Dept. of Michigan State University, USAID and SIDA. Its mandate is to contribute to effective policy dialogue, capacity building and, ultimately, an improved agricultural policy environment in Zambia, through collaboration with government and the private sector. To achieve these objectives, FSRP carries out in-service capacity building, applied analysis and policy outreach.</p>	Likely to be extended to 2015	<p>Good potential: FSRP's socio-economic analysis of Zambia's agric. population of; its work on tillage systems; its analyses of the cassava and horticultural VCs and its global market analyses, are all of value to COSOP, project design and implementation</p>
	Funding to national institutions	<p>USAID provides funding to several national institutions</p> <ul style="list-style-type: none"> - Zambia Agricultural Commodity Agency (ZACA). ZACA issues warehouse receipts against agricultural commodities stored in warehouses, which they certify to be safe and secure. The receipts, defining the quality and quantity of a given commodity are used as collateral (instruments of title) in obtaining commercial loans against the stored commodities. - The Agricultural Consultative Forum (ACF). The ACF, established in 1998, is a platform for stakeholder consultation, information sharing, networking, and institutional capacity strengthening within the agricultural sector. Through ACF Advisory Notes, the government is provided with key inputs for policy decisions, representing the views of sector stakeholders. 	ongoing	<p>Potential: ZACA plays an important role in strengthening farmers' access to markets; ACF an important stakeholder in agric. sector policy</p>
	U.S Government strategy for food security in Zambia	<p>In February 2011 the preliminary strategic direction for a multi-year, whole-of-government, U.S. strategy to address food security in Zambia, a Feed the Future country, was developed. The strategy is likely to focus particularly on value chain transformation, complemented by activities in nutrition/health, and in promoting an enabling environment. Field activities for food security will focus on the Lusaka/Eastern corridor on horticulture and staple (soya, groundnut, sunflower) value chains.</p>	Under preparation	<p>Potential for knowledge sharing; extent of potential depends on geographical coverage of proposed S3P</p>

Donor/ Agency	Project/ Programme	Project/Programme Coverage	Status	Synergy potential
		It will also work on maize to the extent that increases in small holder productivity will enable diversification into other commodities.		
World Bank	ADSP (Agricultural Development Support Project).	The development objective of the nationwide ADSP is to support increased commercialization of smallholder agriculture through improved productivity, quality and efficiency of value chains where smallholders participate. To attain this objective, the Project will (a) provide resources for working capital and term lending for capital investments in productive and marketing assets/activities to improve productivity, quality and efficiency of supply chains; (b) target investments into public/collective goods, such as feeder roads and into key public service functions; and (c) build market, technical and managerial capacities of farmer groups and producer organizations through extension service delivery. It is run on a countrywide basis.	Closing date 2014. Total cost USD 40 m	
	IDSP (Irrigation Development and Support Project)	The objective is to "increase yields per hectare and value of diverse products marketed by smallholders benefiting from investments on irrigation in selected sites served by the project". The project will develop irrigation schemes in three to six sites. Three sites have already been identified: Mwomboshi, Musakashi, Lusitu. The schemes will be run on basis of public-private partnership arrangements. Support will be provided all along the value chain of the commodities.	Planned 2011-2017 Total cost: USD 201 m	
	Livestock Development and Animal Health Project	The project objective is to improve the productivity of key livestock production systems for the targeted smallholder and emergent producers, both men and women, in the identified areas and improve the safety of meat and dairy products sold in local markets. Specific objectives are to (i) increase yields of targeted production systems by participating smallholder and emergent producers in the targeted areas; (ii) decrease the incidence of key animal diseases in project areas; and (iii) build the capacity of the Animal Production and Health system and Veterinary Services.	Planned 2012-2017 USD 45 m. from IDA	In short-term, good potential. In medium-term, implications for follow-up to SLIP need to be explored.
	Rural roads	There is a perspective to have another large project starting in 2012 promoting the development of rural roads and regional railway.	Planned	
WFP	Purchase for Progress (P4P)	P4P is a multi-country initiative of WFP's aimed at ensuring that food assistance is part of a long-term solution to the hunger challenge. By purchasing its food assistance requirements from small-scale farmers, and working with other partners to connect small-scale/low-income farmers to markets, WFP envisions that	Starting up	Strong potential: P4P as a potential purchaser of commodities (particularly cassava and beans) produced by smallholder farmers supported by

Donor/ Agency	Project/ Programme	Project/Programme Coverage	Status	Synergy potential
		<p>participating low-income farmers will have realized higher annual farming income as a direct result of sales of commodities to WFP.</p> <p>In Zambia, the P4P programme aims to improve the income production and diversification of crops for the small-scale producer, by working through and strengthening existing marketing systems. The strategy demonstrates the capacity of the market system to buy from smallholder farmers as opposed to direct WFP purchases. The strategy is threefold: 1. Macro level (Market development) – WFP buys across the exchange to meet requirements within country but also for export, thus helping develop a transparent agricultural market and increased price discovery. 2. Informal Alliance level (smallholder engagement) – Smallholder farmers will be linked to certified district warehouses through the Alliance. WFP and partners ensure that target districts smallholder and emerging farmers have access to inputs, knowledge, markets and services to encourage investment therefore increasing production and productivity. Sale of commodity through certified warehouses on the Exchange leads to reduced transaction costs and therefore a greater share of the terminal selling price thus increasing incomes. 3. Processing – WFP buys from small-scale processors and investigates means of expanding such models.</p>		SAPP / S3P
SIDA		Provides programme and budget support. Ongoing 2008-2011 program strategy focusing on energy, health, agriculture.		
	Programme Support to Farming as a Business	The extension of the Agricultural Support Programme (ASP), which closed in 2008 and was promoting a 'farming as a business' approach, has been dropped due to disagreements between SIDA and MACO on the approach.	Cancelled	ASP provided many lessons for agric. development in Zambia, which will be taken on board under S3P.
	Capacity building for civil society	Provides support to civil society on policy advice through the Agriculture Consultative Forum (ACF) and ZNFU. In coordination with the Food Security Research Project (FSRP).	Ongoing	
	Marketing with "Profit Zambia"	Developing a marketing project through "Profit Zambia" in order to strength the links between CA and markets. Focus on the private sector.	Planned	
	Improvement of agricultural curricula	Formulating a project to improve the curricula of the agricultural colleges. Will complement the EU-funded PEP.	Planned	

Donor/ Agency	Project/ Programme	Project/Programme Coverage	Status	Synergy potential
Finland	Programme for Luapula Agriculture and Rural Development (PLARD)	The overall objective of the programme is to contribute to the development of an efficient, competitive and sustainable agricultural and rural sector, which ensures increased income and food security for the people of Luapula province. To achieve this, it aims to promote sustainable commercialisation and development of fisheries, agriculture and agribusiness and foster a supportive policy, regulatory and institutional environment. Impact: Rather disappointing achievement in agricultural production and business. More positive in fisheries.	2006-2010	
	"PLARD II":	Extension of first programme while focusing on fisheries, with as its goal To achieve an efficient, competitive and sustainable agricultural and fisheries sector, ensuring increased income and food security for the people of Luapula Province. PLARD II will and will consist of 5 components: 1. Agribusiness, 2. Agriculture, 3. Capture fisheries, 4. Aquaculture and 5. Institutional / organisational development of MACO / MLFD. Close cooperation and synergies between the activities under different components of PLARD II will be ensured throughout the programme implementation. (10.4m EUR)	Jan 2011 – Jan 2015	Very good potential: Finland proposes to cofinance S3P, thereby creating vehicle for lessons learnt through PLARD to be taken on board.
		In collaboration with the African Development Bank, Finland's support contributes to the Small-scale Irrigation Project (SIP) implemented by the Ministry of Agriculture and cooperative. The support is for the completion of four irrigation schemes, encompassing 1,980 hectares in Southern and Lusaka Provinces. (10 M. EUR)	Ongoing 2010-2012	
		Support to ZNFU: 1.3 M EUR project providing capacity building to strengthen ZNFU, to consolidate its' core functions of; (a) lobbying and advocacy; (b) diversifying and improving member services provision; (c) enhancing sustainability; (d) improving the mainstreaming of cross cutting issues; and (e) improving the capacity to manage results. In collaboration with SIDA.	Ongoing 2009-2013	Potential: ZNFU will be expected to participate in S3P to at least some degree
		CA project in preparation for EUR 5M. Collaboration with CFU. Cofinancing with Norway and possibly SIDA.	Preparation 2011-2015	
	Innovative Forestry Project	No details yet	Identified	
SNV	Promotion of rice value chain	Targeting 25,000 rice growing farmers (out of the total estimated 100,000 nationwide). Support for production as well as marketing and processing.		

Donor/ Agency	Project/ Programme	Project/Programme Coverage	Status	Synergy potential
EU	MACO and MLFD Performance Enhancement Programme (PEP)	PEP is a major capacity building programme aimed at capacitating the Ministry of Agriculture and Cooperatives and the Ministry of Livestock and Fisheries Development in a way that enables the two Ministries to assume their new roles. It will focus on: (i) Change Management and Leadership Development. (ii) Services Analysis and Functional Review Policy, (iii) Strategic and Sector Planning (iv) Public Sector Budgeting, Planning and Financial Management (v) Monitoring, Evaluation and Performance Accountability (vi) Improved Personnel Management (vii) Improved Planning and Management of MACO Staff Development (viii) Improved Planning and Management of Agricultural Education and Training (ix) Enhanced Use of ICT in Administration and Service Delivery (x) Enhanced Response to HIV/AIDS. EU budget of 6.5 million euro over 2 years.	Under formulation	Very good potential: S3P should be closely coordinated with PEP, and the two progs. should be mutually supportive
	Improving Productivity of the Small-scale Agricultural Sector in Zambia implemented by the Zambia National Farmers Union (ZNFU)	The project aims at improving access to agricultural inputs, information, marketing and other services by small-scale farmers in 12 target districts; and strengthening service delivery capacity of targeted ZNFU affiliated District Farmers Associations (DFAs) to their small scale members. The main activities are: to: (a) construct 2 Agricultural Service Centres; (b) build capacity for sustainable DFA agricultural services and support delivery; (c) promote increased private sector support service provision to DFA members in areas of input supply, marketing, financial services, information, veterinary services, etc; and (d) increase DFA provision of sustainable member services through building operational capacity at existing DFAs to deliver support, including skills development, information dissemination, technology transfer, and farmer skills development on farm management and production. The total cost of the project is €2.4 million.	2010-2011 (21 months)	Possible opportunities to build on the project's work with DFAs
	Seed Entrepreneurship for Economic Development and Food Security (SEEDFS), implemented by Self Help Africa (SHA)	The project aims to increase access and timely supply of good quality seeds and other inputs suitable for 100,000 resource poor rural farmers in 10 targeted districts across Zambia. This will be achieved through delivering outputs in four areas: (a) increased production of diverse quality seed for small-scale farmers; (b) increased availability and access to foundation seeds of locally bred and improved seeds by seed growers in Zambia; (c) an enabling environment created for production, distribution and marketing of seeds and other inputs for small-scale farmers; and (d) increased agriculture productivity through use of sustainable agriculture methods. The total cost of the project is €1.2 million	2009-2011 (21 months)	

Donor/ Agency	Project/ Programme	Project/Programme Coverage	Status	Synergy potential
	Integrated Agricultural Development Programme, implemented by Plan International UK Limited	The objective of the project is to strengthen and rapidly improve household food and nutrition security for vulnerable groups in two districts in Eastern and Central Provinces. Expected results are: (a) improved and sustained crop yields and incomes through the promotion of sustainable agricultural practices, supporting farmer peer-support networks and the distribution of selected agricultural inputs; (b) improved local supply of affordable, quality seed; (c) increased productivity and integration of, and income generation from, local livestock, fisheries and nutrition gardens through improving community livestock management practices, the distribution of goats, supporting the construction, stocking and management of ponds and micro-irrigation technologies and extension support to vegetable gardens. The total project cost is €1.1 million.	2010-2011	Opportunities for learning lessons from the implementation experience.
	Farmer Input Support Response Initiative (FISRI) to rising prices of agricultural commodities in Zambia implemented by the Food and Agriculture Organization of the United Nations (FAO)	This aims to increase food production in 12 districts in 4 provinces of Zambia through improved access to agricultural inputs and promotion of Conservation Agriculture (CA) principles, to help mitigate the effects of soaring food and input prices. Expected results are: (a) strengthened capacity of MACO extension staff to support CA practices; (b) strengthened capacity of lead farmers to support conservation agriculture practices; (c) strengthened capacity of farmers to practice conservation agriculture; (d) effective institutional and governance framework enabling project planning, operations and sustained results; and (e) efficient and effective monitoring, reporting and lesson learning system in place. The total cost of the project is €7.5 million.	2009-2011 (26 months)	Good opportunities for building on experiences gained.
	Responding to soaring food prices: a step towards sustainable agriculture, income generation and empowerment of small scale farmers, implemented by CeLIM	The project aims to improve food security, income generation and socio-economic conditions of small scale farmers in two districts in Southern Province through the development of a sustainable and efficient agricultural sector. Expected results are: (a) appropriate agricultural practises developed, land productivity and farm yields enhanced for 4200 small scale farmers; (b) management of post harvest improved, availability of storage facilities extended to serve 3,600households and selling of produce optimised; (c) diet diversification improved; (d) capacity of operating conscious planning and management of business at household level improved; and (e) access to financial resources and productive inputs by beneficiaries improved. Total project cost €1.2 million.	2010-2011	

Donor/ Agency	Project/ Programme	Project/Programme Coverage	Status	Synergy potential
JICA	Agriculture and Rural Development Advisor	An Agriculture and Rural Development Advisor's position is being financed within MACO until July 2011. It aims at strengthening the capacity of Policy and Planning Department with respect to Policy formulation, Planning, Programme management, and to enhance effective donor coordination with other donors and organizations	2007-2011	
	Project for Participatory Village Development in Isolated Areas	From 2002 to end of 2009, it has financed a community development project ("Project for Participatory Village Development in Isolated Areas" (PaViDIA)) in the Northern (Mporokoso, Luwingu) and Lusaka Province (Chongwe). The project was implemented through MACO.	Ended 2009	
	Rural Extension Service Capacity Advancement Project (RESCAP)	A follow-up of the PaViDIA. It aims to improve rural extension service of MACO thorough the implementation of the rural development activities (micro project) centred on extension officers and farmers, using participatory development approaches.	2010-2014	Potential to learn from extension approaches supported under this project
	Food Crop Diversification Support Project for Enhancement of Food Security in Zambia (FoDiS)	The Food Crop Diversification Support Project, implemented through the Zambia Agricultural Research Institution (ZARI) and MACO, aims to enhance food security in 10 drought-prone districts in Southern, Lusaka, Eastern and Western Provinces, by reducing over-dependency on maize and promoting drought tolerant food crops such as roots and tubers (cassava, sweet potato), legumes and traditional cereals (including Nerica rice). Outputs include: the multiplication and distribution system for improved varieties of cassava and sweet potato planting materials is established. (ii) suitable drought tolerant food crops, other than cassava and sweet potatoes, are identified and local production of these crops is improved. (iii) extension activities are enhanced. (iv) various types of processing, preservation and utilization technologies for target food crops are disseminated.	2006-2011	Potential to share experience on cassava and rice promotion, and possibility of linkages btwn this project and SAPP
	Study on the Master Plan for Promotion of Irrigated Agriculture for Smallholders in the Peri-urban Area	Study on the Master Plan for Promotion of Irrigated Agriculture for Smallholders in the Peri-urban Area. Concerns 23 districts along the line of rail, in Southern, Lusaka, Central and Copperbelt Provinces. The project aims to 1) formulate a Master Plan with Action Plans to promote commercial irrigated agriculture of smallholders in the peri-urban area and 2) carry out capacity development of counterpart personnel in the course of the Study.	2009-2011	

Donor/ Agency	Project/ Programme	Project/Programme Coverage	Status	Synergy potential
	Community-Based Smallholder Irrigation Study for Northern and Luapula Provinces (COBSI).	Community-Based Smallholder Irrigation Study for Northern and Luapula Provinces (COBSI).The study aims to 1) create an Action Plan to promote and develop effective smallholder irrigation schemes for improving agriculture productivity in the Northern and Luapula Provinces and 2) build capacity of counterpart personnel and concerned communities through transfer of technology of smallholder irrigation development.	2009-2011	
	Other	Other possible interventions in the future: Rice oriented production and post-harvest support project. Food crop diversification. Irrigation development (in collaboration with other partners like ADB, WB, ...).		
African Development Bank	Small Scale Irrigation Project	The Small Scale Irrigation Project, costing about UA6.10 plus Euro 10 million, is implemented in Southern and Lusaka provinces and targeted rehabilitation of a 215-ha irrigation scheme at Buleya Malima, and construction of a new 595-ha irrigation scheme, for 160 households at Nega Nega site. Four other Irrigation schemes are to be completed at Sinanzongwe, Nzenga and Kanakantapa. The project has been co-financed with the Government of Finland	Approved in 2000 and expected to close in April 2012	
	Livestock infrastructure support project	Livestock infrastructure support project: will include (i) community infrastructure (service centres, feeder roads, dip tanks, slaughter houses, water points, etc.) and (ii) public infrastructure (quarantine stations, livestock check points, laboratories, etc.).	Preparation. Appraisal 2011; however, some uncertainty as to AfDB's intention	In short-term, good potential. In medium-term, implications for follow-up to SLIP need to be explored.
FAO	All ACP Agricultural Commodities Programme	To extend improved production, productivity and on-farm value addition of, mainly cassava, and other traditional staples.	2010	
	Support to Zambian aquaculture farmers	Main expected outputs: Profitable and sustainable aqua-businesses demonstrated at least three pilot sites. Operators and investors knowledgeable in appropriate aqua-business management. Access to suitable production units (i.e. feed, seed and capital) and to suitable production sites improved. Sites in Copperbelt; Central and Southern Provinces. USD 0.4m.	2010-2012	

Donor/ Agency	Project/ Programme	Project/Programme Coverage	Status	Synergy potential
	Enhancing Food Security in Cassava Based Farming Systems in Zambia	Follows two projects (2007-2010) (same area) on support to integrated production and processing of cassava for increased food security and income generation. One was addressing the production side, the other the post-harvest side (transformation and marketing). The presently ongoing project focuses on post-harvest value addition: support provided in areas of metal fabrication, business management and quality control. Training of artisans in fabricating cassava processing equipment such as chippers, graters and screw presses. Sites in Central and Luapula provinces.	2010-2011	Good potential for collaboration under SAPP and S3P, both of which will focus on cassava
	Conservation agriculture scaling up for increased productivity and production (CASPP)	The outcome of the project is to increase the capacity of MACO and OFFs to provide future extension support to CA beneficiaries in the country. The CASPP is in line with the MACO's Conservation Agriculture for Sustainable Agricultural Development (CASAD) programme which provides the framework for providing support on the premise of the ministry's CA scaling up vision. The activities cover the following aspects: Up-Scaling the CASPP model based on adaptation of the CAP. Capacity Building of MACO District Structures. IEC. Adaptive Research and Training. Development of Market Linkages. National Policy Dialogue on CA. Targeting 122 camps in 12 districts. Funded by Norway.	2009-2010 Norway funded	
	Farmer Input Support Response Initiative (FISRI) to rising prices of agricultural commodities	<p>The project aims at promoting conservation agriculture. The approach is based on extension through CFU and MACO extension workers and direct support to farmers through voucher schemes. Targeting 60,000 farmers in 29 districts. EU funded.</p> <p>Both CASPP and FISRI operate on the same model of using extension methodology. They build capacity of MACO extension staff who in turn do train Lead Farmers who as well train 15 other participating farmers each. This has a multiplier effect. During the first year, FAO used the paper voucher for input distribution to famers. This system has its own strength and weaknesses. After the first year, the project felt the need to go electronic given a conducive network coverage Zambia enjoys from mobile transaction providers.</p>	2009-2011 EU funded	
	UN REDD Programme – Zambia quick start initiative	The program aims at preparing Zambian stakeholders and institutions for nationwide implementation of REDD. The activities will target the following objectives: (i) capacity building, (ii) development of an enabling policy environment for REDD, (iii) develop REDD and benefit-sharing models; (iv) develop monitoring, reporting and verification systems. USD 4.5m. Nationwide.	2010-2012	

Donor/ Agency	Project/ Programme	Project/Programme Coverage	Status	Synergy potential
	Support to Surveillance Structure and Capacity in Central and Southern provinces in view of establishment of a Livestock Disease Free Zone in Central Province	The outcome is to improve disease surveillance and control structure and district veterinaries' capacity to carry out surveillance. Three main outputs have been formulated, namely (i) National epidemio-surveillance structure strengthened; (ii) Capacity for surveillance enhanced in Central and Southern Province and (iii) Systematic epidemio-surveillance protocol established in Central and Southern Provinces. Central and Southern Provinces of Zambia.USD 384,000.	2010-2012	
	Integrated Land Use Assessment in Zambia ILUA II	The main purpose of ILUA is to build up forest related land use resource inventories, support national planning capacity and contribute to formulating development policies. This project is a follow-up on a previous project implemented between 2005 and 2008. National scope. USD 4m.	2010-2013	

Key file 4: Target group identification, priority issues and potential response

Typology	Poverty level and causes	Coping Actions	Priority needs	Programme Responses
<p>Vulnerable but viable subsistence farmers</p> <p>Within this group, women are amongst most vulnerable and typically poorer than men</p>	<ul style="list-style-type: none"> • Most rural households either just above, or below, poverty line: (80% poor, 60% extremely poor) • Vulnerability to external shocks • Food insecurity, reflected in illness, stunting of children • Most HHs net food buyers or completely divorced from markets • Limited land - less than 2.5 ha of land on average • land rented where displaced (by flood, drought, conflict, divorce/ death etc) • Labour constraints • Limited cash assets • Declining soil fertility • Poor access to inputs, rural financial services and markets due to long distances, lack of information • Low technology adoption or adaptation, and inability to innovate/diversify, resulting in low productivity • Inability to influence agriculture policies and programmes • Low levels of education and skills <ul style="list-style-type: none"> • 23% of smallholder households headed by women • 10% own title deeds to land, widowhood and divorce exclude women from inheritance of family land • Provide family labour in both peak and off peak periods • Limited resources to hire labour • Limited opportunities for employment due to gender roles • Exclusion from technological advancements 	<ul style="list-style-type: none"> • Farm mainly for subsistence purposes, to meet household food requirements • Sell labour for food or cash • Sell small surpluses at farm gate • Use borrowed land from family members or neighbours • Revert to traditional crops which have been increasingly abandoned • Diversify livelihood strategies, particularly through exploitation of non-timber forest products or fishing • Reduce meals per day when facing food shortages • Seek government welfare support / relief interventions during natural disasters • Some identify themselves with groups/ cooperatives • Some try to diversify, increase area cultivated to produce for the market • Dependence on limited remittances from family member in urban areas <ul style="list-style-type: none"> • Engage in petty trading or small business activities with low returns • Sell off remaining assets to meet household expenses • Engagement in exploitative labour for cash or food • Women engage in illicit affairs with fishermen to access fish for sale on the market or with other business men to gain access to sources of supply and to find ready market 	<ul style="list-style-type: none"> • Opportunities to diversify or improve productivity • Increased opportunities for casual labour for food and cash • Improved access to agriculture support services • Improved access to technologies • Improved access to financial services • Improved access to information on markets and sources of supply. • Sustainable linkages to markets and commercial organisation ventures • Opportunities to diversify beyond agric. To RNFE • Strengthened skills to take advantage of opportunities and access • Improved organization for intermediation with government and private sector <ul style="list-style-type: none"> • Improved access to finance • Access to gender responsive agriculture services • Improved opportunities to access and control adequate and fertile land • Opportunities to invest in gender friendly pre and post harvest value addition technology • Appropriate and gender-responsive market-related opportunities (production/ 	<ul style="list-style-type: none"> • Promote commercial opportunities for smallholder farmers and enable them to access those opportunities • Expand and reorient farmer support services • Expand delivery of financial services in the rural areas • Support strengthening of a range of rural people's organizations • Assist farmers to strengthen their technical and business skills • Assist rural people to develop skills for non-farm rural economy • Improve production and post harvest value-adding gender friendly technologies for marketable and profitable commodities • Enterprise group capacity building • Finance rural infrastructure development – particularly market access roads, storage and market facilities • Assess specific needs of women • Support development of women's savings groups • Ensure farmer production support services respond to particular requirements of women • Ensure access to and control over programme resources and benefits by female farmers • Building individual and

Typology	Poverty level and causes	Coping Actions	Priority needs	Programme Responses
<p>With 14% HIV rate, HIV/AIDS affected households face specific issues</p> <p>There are 1.1 million orphans countrywide, and significant numbers of youth/child headed households</p>	<ul style="list-style-type: none"> • Limited participation in marketing of agriculture produce • Lack of access to animal draught power and gender- friendly agriculture equipment • Unequal access to and control over resources and benefits • Food insecurity • Taboos that inhibit women's participation in fishing • Severe labour constraints due to prolonged illness of productive members • Food and income insecure • Limited opportunities to participate in groups • Reduced asset base and access to factors of production • Depleted financial and material resources due to medical bills • Stigmatisation • Increased burden for women due to role as care givers <ul style="list-style-type: none"> • 57% paternal, 16% maternal, 27 % double orphans • Lack of access to land and other factors of production • Lack of access to agriculture services and markets • Serious labour constraints • Lack of access to inputs • Lack of life skills, technical skills, business skills and indigenous knowledge 	<ul style="list-style-type: none"> • Farming with focus on light labour requirements • Sell off assets to meet medical expenses • Work for others for food and cash • Use children to work for household income or food • Depend on social welfare or community support • Reduce number of meals, medical bills for non HIV+ members of family <ul style="list-style-type: none"> • Begging for food and cash to meet household requirements • Engaging in exploitative employment for food or cash • Female members engaging in commercial sex to meet household needs • Withdrawal from school • Reduction in meals • High dependency on welfare programmes 	<p>market)</p> <ul style="list-style-type: none"> • Improved economic and political representation • Increased opportunities for women to engage in legal and lucrative business <ul style="list-style-type: none"> • Improved access to medical care and ART • Opportunities to engage in labour saving activities and use of labour saving technologies • Appropriate market-oriented activities that take specific constraints (e.g. labour) into account <ul style="list-style-type: none"> • Access to and control over resources and benefits of agriculture support services especially for female members of the household • Opportunities to participate in groups, clubs, cooperatives • Opportunities for engaging in petty trading and small business ventures • Participation of female members of household in non-risky business activities • Improved skills and knowledge 	<p>corporate capacities in programme participation</p> <ul style="list-style-type: none"> • Apply Affirmative action in programme implementation • Develop gender indicators and M&E tools, with gender disaggregated M&E and qualitative analysis <ul style="list-style-type: none"> • Mainstream HIV/AIDS in programme activities • Improve nutrition and food security focus of programme support • Adopt and adapt labour and gender responsive technologies • Development of opportunities for market oriented activities taking specific constraints into account <ul style="list-style-type: none"> • Identification of youth/child /gender friendly interventions leading to increased incomes and food security • Increase opportunities for access to factors of production • Increase opportunities for education and technical and vocational training