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**On the front:** "Lillian Shachinda's harvest. Lillian, 43, is a small model farmer in Concern's RAIN programme."

Photo: Gareth Bentley/Zambia/2014

# 1. Introduction

Nutrients are important ingredients for organs; they fuel bodily processes including the development of a strong immune system and healthy functioning brain. Without adequate nutrition in the first thousand days of life, from conception to a child's second birthday, the growth of some vital organs can be seriously impaired, leaving them vulnerable to illness, compromised cognitive ability and at worst death. Today, without the internal protection that nutrients bring, malnutrition has devastating impacts on a child's life, irreversibly limiting their physical development and reducing IQ by up to 10%. On average, the ability of children suffering from chronic forms of malnutrition to read is impaired by 20% and they are more likely to suffer from health problems. Furthermore, their earning potential over a lifetime is reduced by at least 10%.

Progress in reducing hunger and malnutrition in Zambia is uneven and slow despite the Government of Zambia's commitment to protect children from the ill health and cognitive impairment caused by malnutrition. The opportunity

to unlock and progress the potential of Zambia's children is a fundamental challenge for the government. Through investment in nutrition interventions, the government can sustainably improve the nutritional status of their most vulnerable citizens: pregnant and breastfeeding women, adolescents and children under five years old. While the government is working to implement coherent policies and improve coordination across ministries and the nutrition sectors, there is a desperate shortfall in domestic and private nutrition funding and as a result the implementation of the government's ambitions faces significant delay.

The purpose of this report is twofold; firstly to inform Zambian policy makers, civil society and parliamentarians of the policy, programme and financial commitments as well as the progress the Government of Zambia has made in its efforts to protect children from malnutrition during 2014 and 2015. Secondly, to provide constructive recommendations that drive forward positive action in support of government efforts to unleash the potential of their population by tackling malnutrition in 2016 and beyond.



Photo: Gareth Bentley/Zambia/2014

Queen, 36, waters her vegetable garden. Queen is a participant in Concern's RAIN programme and has received tools, seeds, livestock and training.

## 2. Undernutrition in Zambia

Although Zambia is making some progress in reducing malnutrition, it remains a serious public health concern. The government faces a significant challenge as national rates and scales of malnutrition in 2013 and 2014 are concerning:

- **40%** of children under 5 years of age are stunted
- **6%** of children under 5 years of age are wasted
- **53%** of children under 5 years of age and **30%** of women of child-bearing age are anaemic
- **11%** of children are born with a low birth weight

Zambia is facing the double burden of over and undernutrition. An increasing proportion of women of child bearing age are overweight or obese. This has risen from

19 percent in 2007 to 23 percent in 2013/14. With such high rates of malnutrition, particularly undernutrition, children are being denied a healthy life which would enable them to reach their full potential.

The urgent need to reduce rates and scale of malnutrition in Zambia becomes even more pressing when set against the fact that malnutrition is a condition that is easily preventable and treatable yet has seen largely unchanged rates in Zambia since the early nineties. According to the 2015 *Global Nutrition Report*, every \$1 that is invested in scaling up proven nutrition interventions generates about \$18 in economic returns. At the national level, by the time today's children reach adulthood, investing in malnutrition could increase Zambia's GDP by \$123 million annually.<sup>1</sup>



Photo: Gareth Bentley/Zambia/2014

Mary Banda, 37, at her home and with her children. Mary has received training and a goat from Concern's RAIN programme in Zambia.

## 3. Zambian Government Nutrition Progress

### 3.1 International frameworks and conventions

In 2015, the Zambian government signed up to a new universal sustainable development agenda, adopted by Member States at the UN General Assembly in New York. Contained within the new Agenda 2030 is the ambitious target 2.2, committing the world to end malnutrition in all its forms by 2030.

In 2012, the Zambian government committed to achieve the World Health Assembly's (WHA) six international targets to tackle malnutrition by 2025<sup>2</sup>. Using a 2012 baseline, these targets are: **to reduce stunting by 40%; maintain or reduce levels of childhood obesity; reduce and maintain wasting to less than 5%; reduce anaemia in women of reproductive age by 50%; reduce low birth weight by 30%; and increase the rate of exclusive breastfeeding in the first six months of life up to 50%.**

In 2013, the then Vice President of Zambia, Guy Scott attended the Nutrition for Growth (N4G) Summit in London and made a range of ambitious policy, financial and programme commitments to tackle under nutrition, by signing an N4G compact document. These are laid out in Table 1. The planned impact of the combined commitments is defined as **reducing chronic malnutrition (stunting) by 50% within ten years (by 2023).**

In 2014, the Minister of Community Development, Mother and Child Health (MCDMCH) delivered a public statement<sup>3</sup> at the Second International Conference on Nutrition (ICN2) which reaffirmed plans and commitments made at key international fora. The two outcome documents from the ICN2 were the *Rome Declaration on Nutrition*, agreed by all Member States, and the voluntary *Framework for Action* which provides 60 recommendations designed to guide the implementation of commitments from the Declaration on Nutrition.

### 3.2 National commitments

In 2005 the government drafted a national strategy called Vision 2030, under which they commit to:

1. Develop and/or advocate for policies and programmes that will ensure food and nutrition security, food quality and safety at individual household, community and national level
2. Prevent and control specific macro and micronutrient deficiencies and promote appropriate diets and lifestyles throughout all stages of human life
3. Strengthen nutrition care practices for vulnerable groups, including young children, adolescents, women at reproductive age, and people living with HIV/AIDS, and those affected by non-communicable diseases such as diabetes, hypertension, coronary heart diseases, and cancer
4. Develop and sustain human resource capacity in the nutrition sector to meet the growing nutrition demands
5. Establish and maintain an efficient institutional arrangement and strong nutritional networks<sup>4</sup>

The Zambian government is currently developing its Seventh National Development Plan (SNDP). The current draft plan has included nutrition as one of the thematic areas to be addressed through multi-sectoral action.

Analysts are relying on two data sets to build a picture of whether the government is on track to meet its international and domestic commitments to protect Zambian children from malnutrition. The first data set is from the Global Nutrition Report (GNR) which published preliminary estimates of 'upper-bound' allocations to nutrition in the government budget. Upper bound limits mean that nutrition-sensitive and nutrition-specific programmes have been identified in the budget, however the total cost of the programme has been counted as nutrition expenditure, rather than applying an appropriate weighting and gaining a figure that represents the true cost of the parts of the programme that lead to measurable nutrition outcomes. The GNR data comprises information from three undisclosed ministries, departments or agencies (MDA's).

The second data set has been generated by the Zambian Civil Society Organisation – Scaling Up Nutrition (CSO SUN) Alliance which has led nutrition budget analysis in Zambia since 2013.

### 3.3 Progress reported against N4G commitments

The tables below provide details of Zambia's policy and programme N4G commitments. They outline progress reported to the GNR Secretariat against the commitments made. Annual reporting was a commitment all signatories of the N4G compact made.

**Table 1: Zambian Government GNR progress against policy commitments<sup>5</sup>**

	Policy Commitments	Progress	Status
1	Resolve the human resource and financial gaps in the five key line ministries.	1a. Zambia has developed the first nutrition workforce plan to help quantify human resource gaps in the sector and identify how to fill critical gaps. 1b. The government has recruited nutrition coordinators at the provincial and district levels as part of the filling-in-gaps process. 1c. The government has also launched the first ever social protection policy that has a clear nutrition objective.	On-course
2	Strengthen the governance and coordination mechanisms by establishing direct oversight of progress toward agreed national targets and strengthening the line ministries involved, particularly to deliver at community level.	2a. Key line ministries responsible for implementing nutrition programs have created nutrition budget lines. 2b. A comprehensive coordination framework has been developed and is under government review: <i>there is a Cabinet Committee on Health, a Special Committee of Permanent Secretaries, a Multistakeholder Forum and Coordinating Committees for Nutrition from the Province, through the District and to the Ward level (the latter in areas receiving SUN Fund support)</i>	On-course
3	Strengthen the functioning and accountability of the National Food and Nutrition Commission of Zambia to adequately coordinate across the key sectors.	3. A draft bill of the NFNC <sup>6</sup> Act has been generated through stakeholder consultation processes, which propose strengthening governance structures as well as accountability.	On-course

**Table 2: Zambian Government GNR progress against programme commitments<sup>7</sup>**

	Policy Commitments	Progress	Status
1	Progressively encourage the involvement of the private sector to enable access to affordable and appropriate nutritious foods for mothers, children, and other vulnerable groups.	The private sector forum has been established with NFNC as the secretariat.	Off-course: Progress has not changed since 2013. No details on the role of the forum.

The tables show that the government has made some progress towards delivering its policy N4G commitments. In addition to the information that was officially reported to the GNR, local civil society reports better coordination amongst key line ministries for nutrition, a parliamentary select committee on nutrition and a functioning national multi-stakeholder platform. The NFNC bill referenced in the progress section of table 1 above will place the NFNC more centrally in order to more effectively carry out coordination and alignment functions and to update its mandate and way of working. However, the programme commitment is significantly off course.

Although reporting on the private sector is "off course" according to the Global Nutrition Report, engagement by the private sector via the SUN Business Network has strengthened. The network was established in 2014, chaired by the National Food and Nutrition Commission, and has signed up 35 Zambian businesses (plus a number of Zambian branches of large multi-national companies)

which have made commitments to strengthening their focuses on nutrition. There are also a number of civil society organizations registered as members. The network strategy highlights the key pillars which guide the work of the network, including supporting business investments in nutrition, driving consumer demand for nutrition, and strengthening the regulatory environment surrounding nutrition. Across its various initiatives, it links private sector, government, and civil society partners, something that is unique within the global SUN movement. It is clear from this table that it is a reporting issue rather than a delivery or implementation issue which should be resolved through clearer guidelines on who collects this data, who reports the data to the GNR Secretariat, and what level of consultation there is between government and report authors.

Table 3 outlines Zambia's financial commitments and progress reported to the GNR Secretariat. While annual reporting was a commitment all signatories of the N4G compact made, there is limited detailed data available.

**Table 3: Zambian Government GNR progress against financial commitments<sup>8</sup>**

	Financial Commitment	Progress	Status
1	Increase government expenditure on nutrition to reach the estimated additional US\$30 per >5 child required.	Nutrition funding trends have remained stagnant.	Off-course: Government expenditures did not increase.
2	Progressively match additional cooperating partners' resources through new and existing nutrition budget lines.	The government has directed that each line ministry implementing nutrition-related interventions should create a budget line for nutrition.	Off-course
3	Increase financial contributions by at least 20% annually for the next 10 years.	Nutrition funding trends have remained stagnant.	Off-course

Although financial commitment 2 from Table 3 above is "off course", there is evidence to show that the government has introduced two new budget lines in 2015 to support nutrition –

one under the Ministry of Agriculture and the other under the Ministry of Gender and Child Development.

Ministry	Programme	Activity line	2016 Allocation	Year introduced
Agriculture	Program 1079: Food Processing and Utilization	Support to Scaling up Nutrition	K74, 500	2015
Gender and Child Development	Program: 5015 Child Protection	Nutrition Campaigns	N/A – moved to Ministry of Gender OBB	2015 (K69,493.00)

In addition to the policy, programme and financial commitments at the N4G summit, the Zambian government committed to an impact target which was measured by the Global Nutrition Report (GNR) team between 2014 and 2015. The target is to reduce chronic undernutrition by 50% in the next 10 years (2013-2023) through a combination of local efforts and international support.

GNR reported that chronic malnutrition (stunting) in Zambia reduced from 45% to 40%, using data from the 2013/2014 Zambian Demographic and Health Survey on stunting and nutrition. This decline equates to an annual rate of reduction

of <1% however the required rate of reduction needed to bring the stunting rate down by 50% would be 4.5%<sup>9</sup>. It is worth noting that because the Zambian governments GNR impact target is not clearly time bound, the GNR team have described the government's impact progress as "not clear", which is a result of poor definition, and not necessarily due to a lack of actual progress. It is worth noting that if the Zambian government were to bring the stunting rate down further to meet the WHA target of 2025 it would require an annual reduction of 6.5%.

### 3.4 Evidence of financial progress from budget analysis

**Table 4: preliminary 2014 estimates of upper-bound allocations to nutrition from the Zambian government budget**

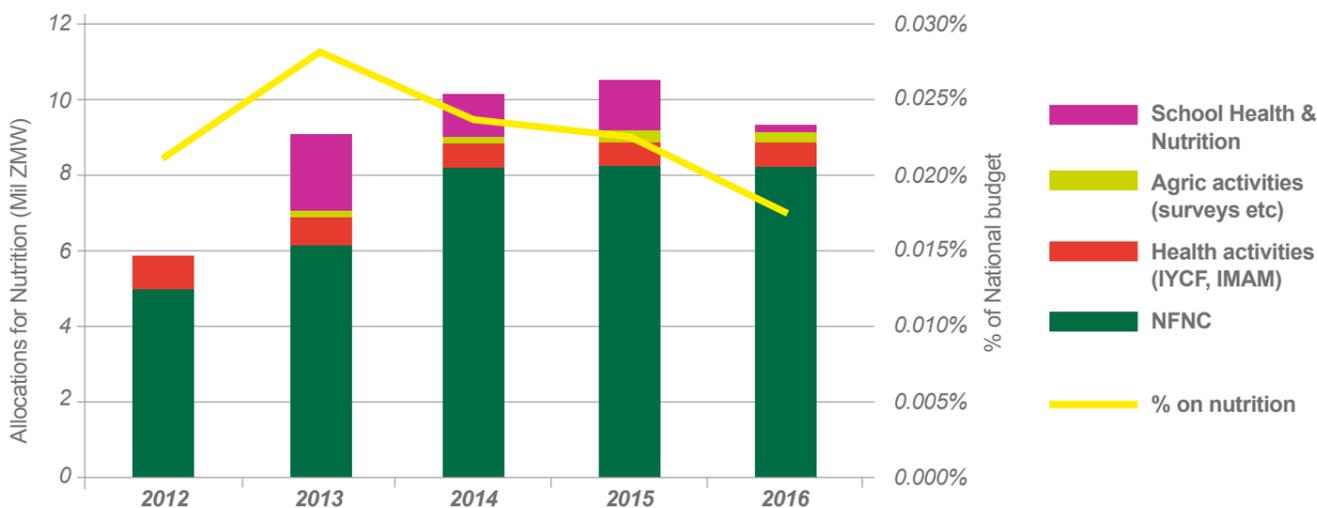
Nutrition-specific allocation (\$million).	Nutrition-sensitive allocation (\$million).	Government budget (\$million).	Nutrition-specific as % of government budget.	Nutrition-sensitive as % of government budget.
1.53	31.853	6,381.906	0.024%	0.499%
(N=7)	(N=12)			

Note: N= number of budget lines items included in the column estimates.

CSO SUN use data from six ministries, applying a weighting so as to attribute a percentage of the allocated budget to nutrition. Their findings report that budget allocated to nutrition-specific and nutrition-sensitive programmes represents

approximately 0.1% of the national budget. Graph 1 from CSO SUN analysis shows that since 2013, financial contributions have reduced. Given the government's commitment to increase national budget for nutrition by 20% each year, this is significantly off track.

**Graph 1: Annual nutrition allocations**



Even within the frame of the upper-bound estimates, the government is currently spending just US\$ 0.5 per child under 5 on nutrition-specific interventions per year. This is less than 2% of the agreed target to spend US\$ 30 per child under 5.

### 3.5 Who manages Zambia's nutrition budgets?

The budget allocations outlined above are managed and spent by six key ministries through twelve budget lines. The Ministry of Community Development, Mother and Child Health delivered the government's primary nutrition-specific programmes up to the end of 2015, with five ministries delivering nutrition-sensitive activities. Starting from early 2016, the Ministry of Health has again been charged with the delivery of all government nutrition-specific programmes.

#### Human resources for nutrition

Most ministries experience human resource shortages that hamper their ability to deliver effective nutrition services. For example, across the key line ministries the approved GRZ establishment posts for nutritionists (342) are inadequate and in addition, there is a vacancy rate of 24% (80 posts).<sup>10</sup>

The MoH is working to resolve the shortage by proposing new positions and reforming current positions. Furthermore, in the Ministry of Agriculture there are not enough qualified nutritionists at diploma or degree level and there are restrictions for a diploma qualification to be accepted to work at the district level. Therefore, the Nutrition Association in Zambia (NAZ), the NFNC, and the Tropical Health Education Trust (THET) have recommended that the government creates additional positions, improves the effectiveness and training of the nutrition professionals, and harmonises the University of Zambia (UNZA) and Natural Resources Development College (NRDC) curriculum. The implementation of these recommendations is expected to ensure service delivery is improved and more efficient at all levels. Further, it should be noted that a significant percentage of nutrition interventions are delivered by nurses, especially in rural settings, so it is critical that the nutrition skills and training provided to nurses is strengthened to ensure that they

are providing effective services and have the capacity to refer severe and complicated cases to centres where nutritionists are present.

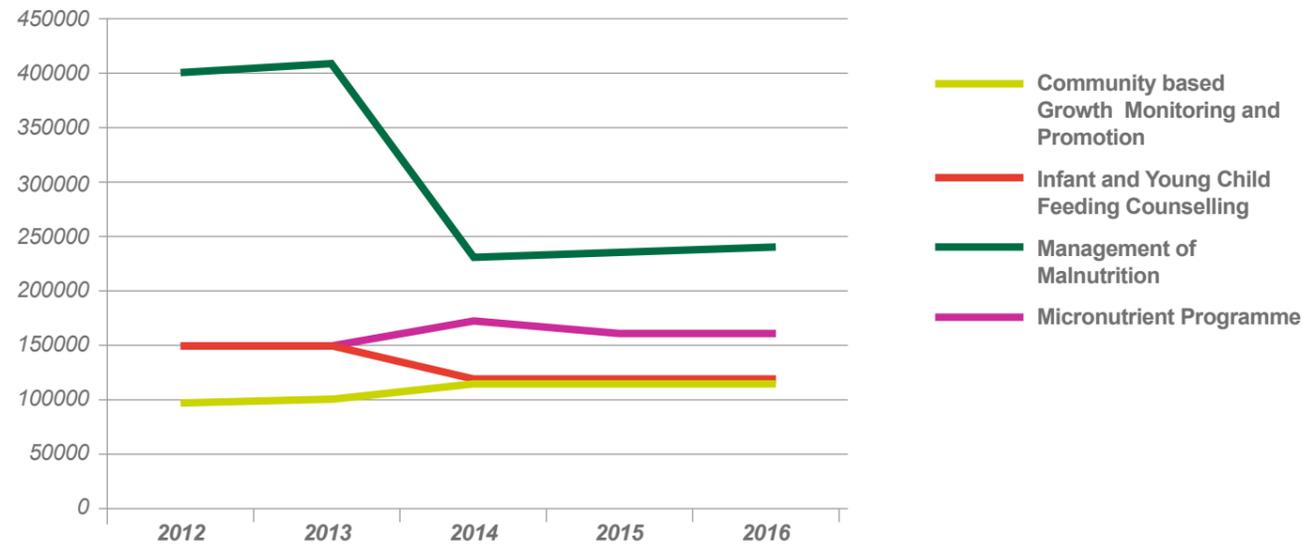
#### Ministry of Community Development and Social Welfare (previously Mother and Child Health)

The Ministries of Community Development and Social Welfare and Health held the responsibility for nutrition-specific programmes up until the end of 2015 and, as of 2016, the Department for Mother and Child Health was reincorporated within the Ministry of Health. The nutrition related activities within the Ministry of Community Development and Social Welfare are covered by Social Protection, consuming 2.4% of the budget share and largely spent on Social Cash Transfers and the Food Security Pack; in total, these programmes both amount to K322,000,000 (US\$ 28,295,750).

Since committing to increase government expenditure on nutrition to reach the estimated additional US\$30 per child under 5, much of the programme funding for nutrition has remained stagnant with some high profile programmes experiencing significant reductions in funding. Graph 2 shows budget line funding for the 4 key nutrition-specific programmes. Although the nutrition programmes have moved across ministries over the past few years, it is evident that the funding has not changed dramatically over the past 6 years for 3 of the programmes, and has remained stagnant after a significant reduction in 2014 for the Management of Acute Malnutrition programme. In addition, the total amounts allocated to these important nutrition programmes are negligible. For example, only 120,000 kwacha (approx. 10,000 US\$) is allocated to the Infant and Young Child Feeding Counselling programme for all Zambian parents. In total, the 2015 budget for these programmes came to US\$ \$56,520

The cost of treating a child suffering from acute malnutrition is approximately US\$50. This means that the amount allocated to the Management of Acute Malnutrition programme would treat fewer than 500 children, whilst there are around 167,000 wasted children in Zambia.

**Graph 2: Nutrition-specific budget line (2012-2016) in ZMW**



In addition to the programmes listed in graph 2, the ministry spends 2.4% of the budget share on cross programme social protection activities.

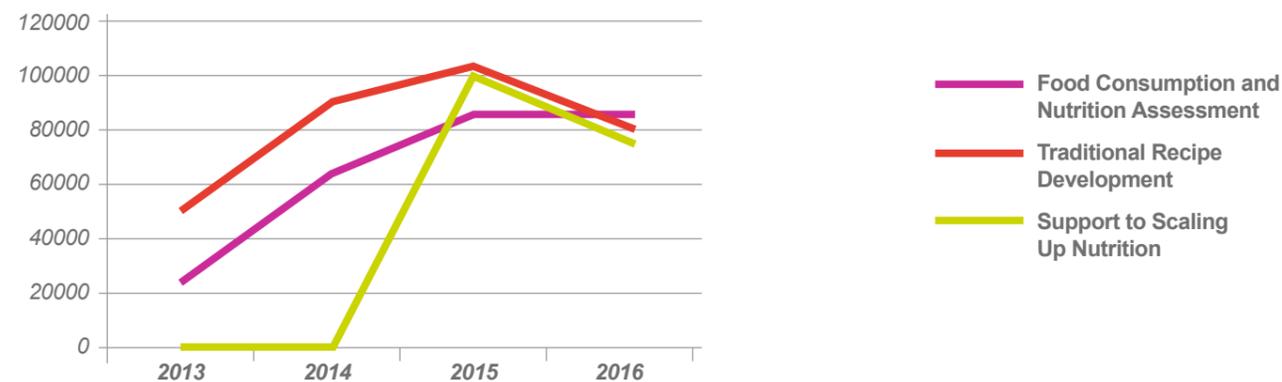
**Ministry of Agriculture**

The Ministry of Agriculture spent over US\$ 88 million (ZMW 1 billion) in 2015 on the Farmer Input Support Programme (FISP) which has huge potential to support poor rural women farmers with improved food and nutrition security. Smallholder agriculture and family farming is the core contributor to agricultural production, and therefore plays a

vital role in helping to achieve food and nutritional security goals, and reducing poverty and improving livelihoods. At present, however, the FSIP is neither nutrition-sensitive nor effectively targeted towards the poorest.

Although there have been increased, or at least stagnant, budgets in most nutrition-sensitive programmes within the Ministry of Agriculture, there has been a cut in funding for the Food Processing and Utilisation programme planned for 2016 (graph 3) which is negligible for a country the size of Zambia.

**Graph 3: Food Processing and Utilisation (2013-2016) in ZMW**



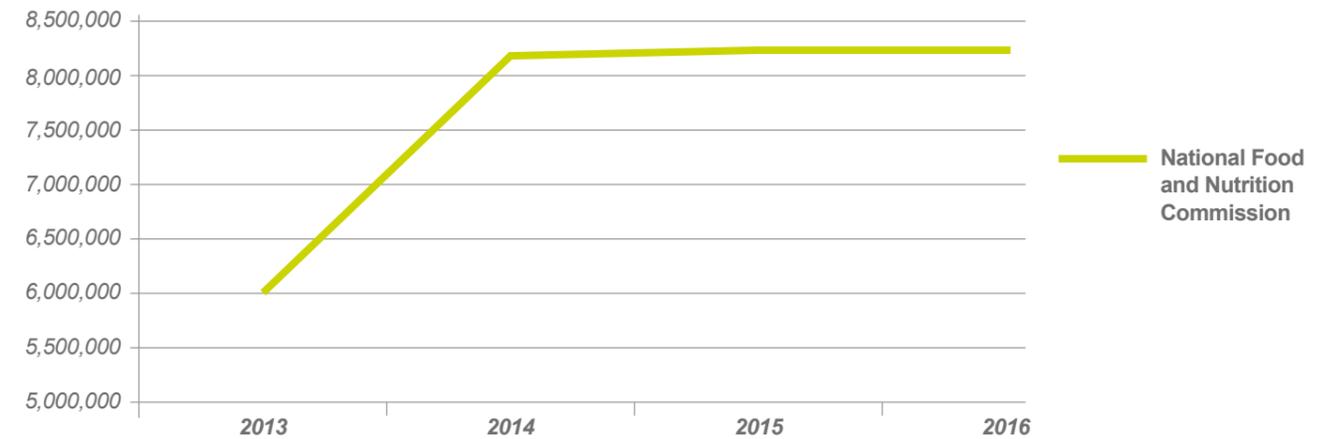
**Ministry of Health (MoH)**

The Ministry of Health manages several key nutrition-specific and nutrition-sensitive interventions including the budget for the National Food and Nutrition Commission (NFNC), referral cases, procurement of nutrition commodities, hygiene promotion, and recently the ministry has taken back the budget for the department of Mother and Child Health.

Of particular interest is the funding to the NFNC which currently stands at approximately US\$ 725,500 (ZMW

8,233,904). As shown in graph 4 below, there was a 35% increase in funding to the NFNC in 2014 but then only a 0.7% increase thereafter. For the NFNC to efficiently and successfully coordinate across key sectors and ministries – a commitment made by government - funding must be significantly increased, at least to fund the core functions of the NFNC, which include coordination, monitoring and evaluation information, resource mobilisation and communication and advocacy.

**Graph 4: Funding to the National Food and Nutrition Commission (2013-2016) in ZMW**



It is welcome that the budget allocated to the Hygiene Promotion Control programme has increased by 240% since last year but it still only represents 0.1% of the department total. Ensuring safe drinking water, good sanitation and toilets and improving simple hygiene practices like hand washing with soap are critical to reduce malnutrition; approximately one quarter of stunting can be attributed to five or more bouts of severe diarrhoea before the age of two.

**Ministry of Gender**

In 2015 there was a new budget line included within the Child Protection Programme for Nutrition Campaigns, with just over US\$ 6,000 (ZWK 69,493) allocated; this budget line is in place to support events in the Ministry that have particular Nutrition components.

**Ministry of Education**

The School Feeding Programme is one of the biggest nutrition related activities in the Ministry of Education which aims to enhance the cognitive ability of vulnerable children and encourage school attendance. K35.6<sup>11</sup> million has been allocated to roll out the School Feeding Programme which the government has found to be a very successful programme, particularly in rural schools. This funding however, mostly covers the procurement of food and related logistics and does not necessarily address nutrition issues.

## 4. Investment from external sources

Information classed as “off budget” is anything which does not go through the government’s budgeting process. This can include projects managed and funded by NGOs, projects funded by private sector, projects funded by international institutions such as World Food Programme and UNICEF, projects and programmes managed by international research organisations such as the International Food Policy Research Institute (IFPRI), projects and programmes funded by foundations and other charitable organisations.

Zambia’s success in tackling malnutrition is a result of the combined funds coming from both national budget and off budget allocations, but it is unclear how the total

funding is tracked and therefore which successes can be attributed to which programmes. Some countries, such as Malawi, have established an Aid Management Platform (AMP) that allows the government and partners to publically share information on aid-funded projects.

The SUN Fund was established by DFID, Irish Aid, SIDA and the Government of Zambia and it is managed by CARE International Zambia to establish “an effective and transparent SUN Fund ... to channel resources to reduce stunting and increased government resources for nutrition”. This means that government funding is essential for the sustainability of this fund. Other important donors for nutrition in Zambia include GiZ, the EU and USAID.

**Table 5: donor disbursements for Basic Nutrition in Zambia (2014)<sup>12</sup>**

Donor	Total ODA to Basic Nutrition (US\$, millions)
SIDA (Sweden)	1.46
DFID (UK)	3.81
Irish Aid	1.72
GiZ	0.003
USAID	2.7
<b>Total Donor investment</b>	<b>9.73</b>

Table 5 shows that in 2014, total donor investment under the Basic Nutrition DAC code 12240 totalled US\$ 9,730,000 which roughly equates to US\$ 3.4 per child under 5, which is much more than the domestic spend of US\$ 0.5 per child under 5. Donor funding is clearly fundamental for improving the nutrition of Zambia’s under 5 population yet it still falls short of the recommended US\$ 30 per child under 5.

Given the complexity of off budget nutrition funding, it would be beneficial if there was a public database that manages and coordinates all nutrition funds; this would help to identify where funds are being directed (and therefore where the gaps are), how much is being invested (and whether it is adequate), and to better understand what works for nutrition which can inform where future funding should be channelled. An improved approach ought to include all off-budget allocations including donors, civil society, and private sector.

## 5. Nutrition Investment Opportunities

### 5.1 The costs and benefits of improving nutritional status in Zambia

The next N4G moment takes place in Rio this year in August and presents a significant opportunity to check on progress made since the 2013 N4G and to make new commitments that will guide the government’s work in future years. It offers a key moment to capitalise on the momentum and leadership shown by Zambia on nutrition in recent years, and build on its previous commitments to ensure the necessary financial and political actions are taken to achieve the ambition of Agenda 2030 for all Zambians.

According to the 2013 Lancet series, the global funding needed to scale up ten essential nutrition interventions is around \$9.6 billion per year. In Zambia, a set of interventions based on the Lancet package and then adapted to meet national needs has been developed (table 6). This package of proven interventions required to tackle malnutrition nationally would require approximately US\$ 47.8 million per year of public investment if they were to be delivered with full national coverage. This annual figure decreases when the package is rolled out over three, four or five year periods. This calculation is also based on the premise that a small household contribution totalling US\$ 11,000,000 would be charged for the service.

**Table 6: Zambian nutrition-specific interventions package and annual cost in US \$**

Intervention	Annual Cost (US\$ million)
Community nutrition programs for growth promotion	\$8.3
Vitamin A supplementation	\$1.0
Therapeutic zinc supplements	\$2.3
Multiple micronutrient powders for children	\$2.4
Deworming	\$2.0
Iron folic acid supplementation for pregnant women	\$0.6
Maternal multiple micronutrient supplements	\$1.1
Iron fortification of staple food	\$2.4
Salt iodization	\$0.3
Public provision of complementary food for prevention of MAM	\$22.3
CMAM for SAM	\$10.2
<b>Total cost for scaling up all 11 interventions</b>	<b>\$52.6</b>
Capacity development for program delivery	\$4.7
M&E, operations research and technical support	\$1.1
Household contributions	(minus \$11.0)
<b>ANNUAL PUBLIC INVESTMENT REQUIRED</b>	<b>\$47.8</b>

Current investment to direct nutrition interventions from the government totals just \$56,520. Analysis from the costings in the table above show that investing the recommended US\$ 47.8 million would result in extensive savings in years lived free of disability and chronic ill-health (DALY’s), lives saved, stunting cases averted and GDP increased.

- **1.3 million** Disability-Adjusted Life Years (DALYs)
- **9,200** lives saved
- **178,000** cases of stunting averted<sup>13</sup>
- An increase in GDP of **US\$ 123 million**

The NFNC provides an analysis of the costing and DALYs when six possible nutrition-sensitive interventions are scaled up; they found that investing US\$ 31.6 million per year in bio fortification of maize and sweet potato could result in 1.4 million DALYs saved. Investing US\$ 22.2 million in Aflatoxin control could result in 500,000 DALYs saved.<sup>14</sup>

The average benefit:cost ratio of scaling up nutrition interventions in Zambia is 24:1. When compared with the benefit:cost ratio of scaling up the same nutrition interventions in 40 other low and middle income countries, action in Zambia presents a superb opportunity (the benefit:cost ratio for 40 other LIC is 16:1).<sup>15</sup>

### 5.2 Strategies for scaling up nutrition-specific interventions

The Zambian government have outlined their ambition to improve the nutritional status of Zambians. The question the government face is; how to fund a scale up of nutrition interventions, and in particular how to prioritise scarce resources in the short term, while raising income for nutrition investment in the mid to long term. The strategic choices that have generated significant policy interest at a national level relate to identifying priorities based on region or the cost effectiveness of each nutrition intervention.

While action to scale up the nutrition-specific interventions based on region would enable the government to progress in areas where the burden of malnutrition is highest, scaling up by cost effectiveness would enable the government to prioritise delivery of interventions that maximise impact while minimising cost. The following interventions have been identified as the most cost effective components of the wider national package:

- Community nutrition programmes for growth promotion (CNP)
- CNP plus (CNP and community management of severe acute malnutrition).
- Multiple micronutrient powders for children
- Deworming

The time frame within which the Zambian government scales up its investment in nutrition interventions is also an important issue, particularly if funding restraints demand that a partial package, or partial coverage approach goes ahead, at least in the short term. The United Nations (UN) is currently agreeing a procedural resolution, to be launched at the Rio N4G moment, declaring 2016 as the start of a decade of action to tackle under nutrition. This resolution, alongside the Zambia 2030 vision, provides the government with the opportunity to identify three milestones, each five years apart (2020, 2025 and 2030) that will guide and direct the pace at which scale up can happen.



Photo: Gareth Bentley/Zambia/2014

Deli, 3, holds the sweet potatoes that her mother, Monica has grown with the help of Concern's RAIN programme.

Table 7 below outlines costed approaches that could help the Government of Zambia define what they will achieve and spend on nutrition by 2020. Such an achievement could mark success in meeting one of three milestones that the Zambian government identified, in order to meet their longer term commitment to reduce stunting by 40%

nationally by 2025. The nation fell short of achieving its 2015 stunting target (by 2015 stunting among children less than two years of age will have been reduced from 45% to 30% nationally) so a new realistic target set in the 2016-2020 Strategic Plan would be useful to help create costing targets and to guide funds in order to achieve this.

Table 7: Costed options for nutrition-specific scale up by 2020

	Approaches	Annual public investment (\$US million).	Cost per benefit gained		
			DALY saved	Lives saved	Cases of stunting averted
1	Cost effective package in all regions	\$32	\$26	\$3,620	\$186
2	All interventions in regions with >45% stunting	\$31	\$38	\$5,122	\$265
3	Cost effective package at 'partial' coverage in all regions	\$24	\$24	\$3,410	\$165
4	Cost effective package in regions with >45% stunting	\$20	\$24	\$3,806	\$165

Given the limited government budget, this report has focused on outlining the lives saved, DALY's saved, cases of stunting averted, internal rates of return and

annual GDP costs for the two low cost options from table three above.

	Approaches	DALY's saved	Lives saved	Cases of stunting averted	IRR	Annual GDP contribution (million)
3	Cost effective package at 'partial' coverage in all regions	1,027,783	6,378	147,203	27.1%	\$117
4	Cost effective package in regions with >45% stunting	787,189	5,572	115,249	26.4%	\$83

When factoring in the capacity development, monitoring and evaluation, research, technical and operational costs associated with scaling up these approaches,

offset by the savings of rolling them out over a five year period, the total investment required by government will be between \$29.6 to \$46.2 million.

## 6. Holding the government to account

Civil society plays an important role in holding governments and other stakeholders to account for their actions. In Zambia, the CSO SUN and its members advocate for better policies and budget changes in nutrition through their advocacy efforts. In addition, government departments responsible for delivering nutrition interventions should be responsible for tracking domestic nutrition expenditure (nutrition-sensitive as well as nutrition-specific) in collaboration with the Ministry of Finance.

Diligent tracking of all forms of nutrition expenditure will inform monitoring and reporting against

nutrition commitments so civil society, the public, parliamentarians, the media, and other key stakeholders can continue to hold government to account on behalf of the communities that may otherwise not be heard.

Current attempts to track and document the government's track record on nutrition policy and process development and investment are both hampered by a lack of reliable data on government expenditure and ways of working, as well as unclear policy and impact targets that make monitoring difficult. The information that is available is not aggregated by source (e.g. business, ODA, domestic) and agreed upon at a country level, making national dialogues on accountability difficult.



Photo: Gareth Bentley/Zambia/2014

Mary Banda, 37, in her field. Mary has received training and a goat from Concern's RAIN programme in Zambia.

## 7. Conclusion

The rate and scale of malnutrition in Zambia and the lack of domestic investment to prevent and tackle malnutrition means that children are not being protected from avoidable illness, impaired cognitive development and, at worst, death. The government is failing to protect children who will never be able to realise their full potential.

Although the government is making good progress on developing and delivering its policy and operational commitments under the Vision 2030 strategy and the National Food and Nutrition Strategic Plan for Zambia (2011-15), there is no strategy or concrete milestones to guide and measure efforts to generate increased and additional nutrition funds up until 2030. Until this is in place and targets are defined in this way, it will be a challenge to determine if or how the government is having the greatest impact on nutrition.

This report has highlighted that government expenditure and budget allocated to nutrition does not match up to government commitments. In order to meet national and internationally agreed nutrition targets, the government must invest more money on nutrition. The lack of reliable data on government expenditure that is aggregated by source (e.g. business, ODA, domestic) and agreed upon at a country level has also been highlighted; this makes it difficult for expenditure to be tracked and for the government to be held accountable. Government must be more transparent in its reporting processes against its national and international commitments. The GNR is one of the strongest accountability tools available for nutrition designed for civil society and other stakeholders to hold the government to account.

There must be more support and guidance to improve reporting to the GNR; a first step could be achieved through the "SMART Commitment Hotline" which aims to improve accountability and help N4G signatories with previous commitments that are difficult to track and report. Government must prioritise scarce resources in the short term and develop a long term donor and domestic strategy which outlines targets and milestones to guide government action for nutrition up until 2030.

Lillian Shachinda, 43, sits with her daughter, Catherine, in front of her home in Zambia in May 2014 surrounded by her harvest that was grown thanks to training and seeds provided by Concern as part of the RAIN programme.

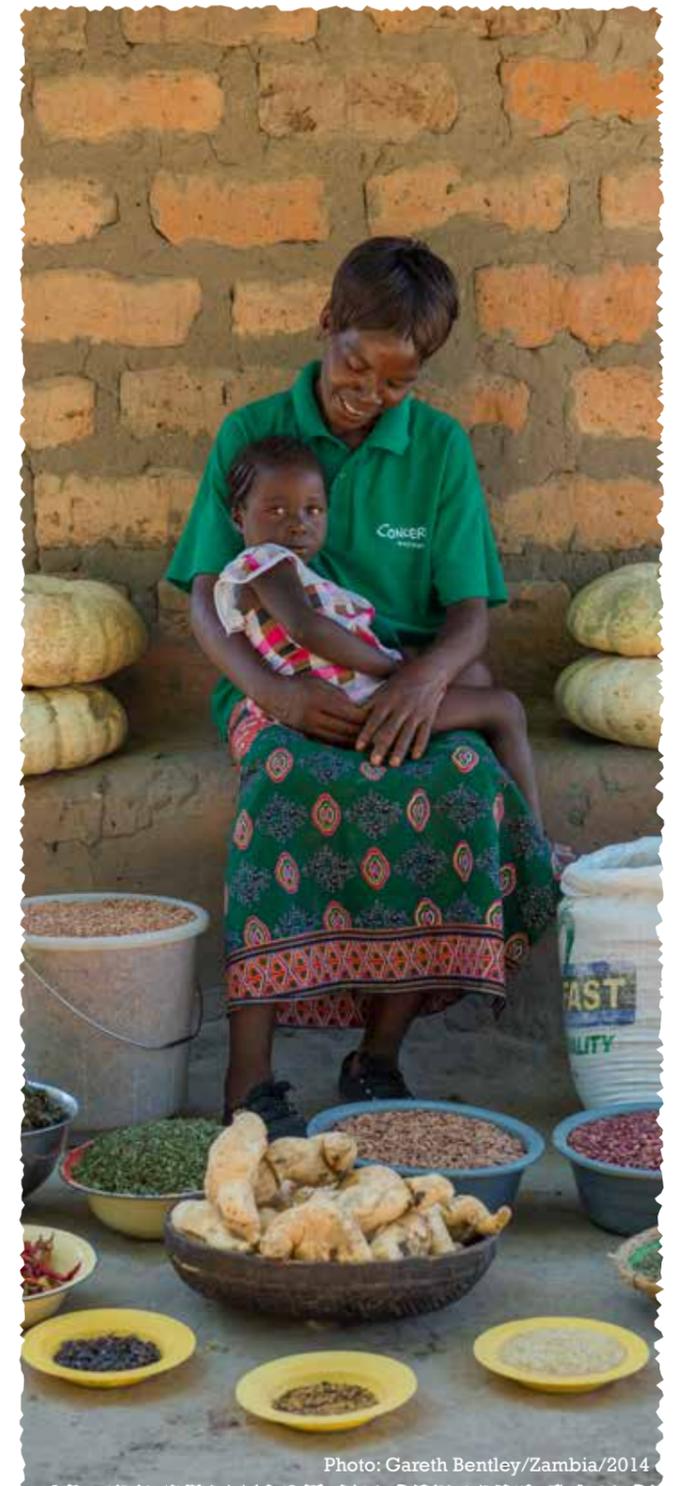


Photo: Gareth Bentley/Zambia/2014

# Recommendations

At the next Nutrition for Growth summit we recommend that the Zambian Governments commits to:

1. Undertake a comprehensive review of public and donor expenditure on nutrition and create a well-structured, well-managed and coordinated public tracking system for budget and off budget allocations to nutrition.

2. Ensure nutrition is a cross-cutting issue in the 7th National Development plan with clear commitments for different sectors.

3. Develop an action plan that will outline the incremental steps the Government of Zambia will take to fund their National Food and Nutrition Strategic Plan 2016/20 and N4G commitments, including how to reach the estimated additional \$30 per >5 child needed to scale up national high impact nutrition interventions.

4. Significantly increase and protect domestic funding to nutrition to meet nationally and internationally agreed nutrition targets. US\$ 35-40 million per year - a mix of domestic and donor funding – is required to reduce stunting and improve nutrition for children in Zambia.

5. Strengthen accountability by reaffirming and revising Zambia's existing N4G commitments so that they can be measured accurately (Specific, Measurable, Attainable, Relevant and Time bound (SMART))

6. Provide an enabling environment for increased private sector participation in improving nutrition.

# Addendum - Methods & Endnotes

This report is based on data from Zambian civil society movements that specialise in analysing and monitoring national nutrition expenditure and the independent authors of the Global Nutrition report, a document that monitors international efforts to eradicate malnutrition worldwide.

## Budget Analysis

The national budget, known as the Yellow Book, is used to identify how much of the budget is allocated to nutrition programmes and activities. Budget analysis, conducted by CSO SUN over the past 4 years, involves going through the programmes and activities within the key line ministries' (MCDMCH, Health, Agriculture, Education, and Gender) budgets. The programmes related to nutrition (for specific and sensitive programmes) are then extracted, copied to a separate Excel sheet along with the total amount authorised (or budgeted for in 2016), and results can then be compared to those of the same programme in previous years.

## Spend per child under 5

Under 5 was used due to the commitments to reach children under 5 with improved nutrition. The total budget for nutrition interventions (K 644,695 or approx. US\$ 56,655) was divided by the Under 5 population (2,841,000). In 2015 this equated to US\$ 0.5 per child under 5.

## GNR status

The "on course" or "off course" is decided by the Global Nutrition Report N4G reporting team and dependent on the reporting given each year. Due to funding cycles, donors are a year behind on their reporting.

## 2014 Donor disbursements

OECD DAC data from 2014 was used to identify which donors were funding Basic Nutrition in Zambia.

1 <http://www.csosun.org/downloads/Ten%20Recommendations%20to%20Reducing%20Malnutrition.pdf>

2 <http://www.who.int/nutrition/global-target-2025/en/>

3 ICN1 (1992), World Food Summit (1996; 2002), the World Summit on Food Security (2009), the WHO 2025 Global Nutrition Targets, and the WHO Global Action Plan for the Prevention and Control of Non Communicable Diseases (2013-2020)  
[http://www.fao.org/fileadmin/user\\_upload/icn2/media/statements/doc/201114\\_Zambia.pdf](http://www.fao.org/fileadmin/user_upload/icn2/media/statements/doc/201114_Zambia.pdf)

4 <http://unpan1.un.org/intradoc/groups/public/documents/cpsi/unpan040333.pdf>

5 Global Nutrition report 2015

6 The National Food and Nutrition Commission (NFNC) were established in 1967 as an advisory group to the government on all things related to nutrition.

7 Global Nutrition report 2015 tracking tables available online at <http://globalnutritionreport.org/the-report/nutrition-for-growth-tracking-tables/>

8 Global Nutrition report 2015 tracking tables available online at <http://globalnutritionreport.org/the-report/nutrition-for-growth-tracking-tables/>

9 Appendix 2 of GNR report: progress in meeting nutrition for growth commitments table A2.1 – country owned targets versus global targets at the country level.

10 Nutrition Workforce report 2014.

11 As part of the Government's transition to an Objective Based Budget system (OBB) some allocations, including those to the Ministry of Education, have been omitted from the Yellow Book. The figure reflected in this text was captured from the Budget speech which can be found here: [http://www.parliament.gov.zm/sites/default/files/images/publication\\_docs/2016%20Budget%20Speech%20-%202014%20October%202015.pdf](http://www.parliament.gov.zm/sites/default/files/images/publication_docs/2016%20Budget%20Speech%20-%202014%20October%202015.pdf)

12 <http://stats.oecd.org/qwids/microdata>.

13 Calculated by the NFNC using the Lives Saved Tool (LiST)  
[html?q=1:2+2:262+3:28+4:1+5:3+6:2014+7:1+8:85+9:85&ds=CRS1&f=json](http://www.parliament.gov.zm/sites/default/files/images/publication_docs/2016%20Budget%20Speech%20-%202014%20October%202015.pdf)

14 NFNC data

15 NFNC data

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Zambia CSO-SUN Alliance is a movement of Civil Society Organizations (CSOs) working to raise the profile of nutrition on the national development agenda. We are a part of the Global Scaling up Nutrition (SUN) movement founded on the principle that all people have the right to food and good nutrition. As an Alliance, we focus our attention on the first 1000 most critical days, a window of opportunity from pregnancy until a child's second birthday. During this period, good nutrition has the greatest impact on preventing maternal and infant mortality, and developing a child's cognitive and physical capacity.