

NGOs' Activities and Food Security Programmes in Sinazongwe, Zambia

Keiichiro Matsumura

Graduate School of Human and Environmental Studies, Kyoto University

Abstract

In the Sinazongwe district, several NGOs have implemented their development and relief programmes. Among all, World Vision (WV) is a main NGO providing food aid independently from the Zambian government. In FY 2009 research, we focused on the NGOs' food security programmes by collecting the documents and observing their activities. The purpose of our research is to analyse how food aid by various actors has impacts on rural communities, especially through examining the role of the government institutions and other organisations.

This paper firstly shows the outline of the WV's two joint programmes, C-SAFE (2003-2006) and C-FARM (2007-2010). These programmes have been implemented in southern African countries including South Africa, Malawi, Mozambique and Zambia. Several NGOs such as CARE international, Catholic Relief Service (CRS) and the WV have participated to these programmes in Zambia. The WV has been responsible for the implementation in the Sinazongwe district.

The research on the WV's activities in Sinazongwe reveals that the current programme has only covered communities under relatively better condition near main roads due to the limited resources and difficulties of access. Although the food aid programme of the WV is carried out according to their own guideline independently from the government focusing on targeting of beneficiaries, some NGOs often work for the government institution as in the case of Kaluli Development Foundation (KDF). The KDF has implemented the government food relief project as a local distributor contracting with the Disaster Management and Mitigation Unit (DMMU).

In the 2009 fieldwork, we observed the actual implementation of the NGOs' food security programmes and collected information about their activities mainly from the WV and the KDF. Our research issue in FY 2010 will be more focused on local communities through an intensive field study about food security situations at a selected village and the impacts of relief activities on local livelihood. By integrating the data collected, we will try to analyze the local perceptions and responses to the food security programmes such as food aid. Through the research, we are expecting to reveal the social and political impact of food security institutions on the resilience of rural communities.

1. Two Food Aid Programmes of the WV in the Sinazongwe: 2003-2009

In the Sinazongwe district, the WV Zambia sets up two offices, one is the 'Area Development Program (ADP)' office located at Sinazongwe town, and another is the 'Humanitarian and Emergency Affair (HEA)' office at Maamba town, which more focuses on relief programmes with food aid. At the HEA office, about 17 officers were working in 2008-2009. Our research has been conducted mainly about the activities of the HEA office.

Until 2004, the WV HEA in Sinazongwe had worked for the Disaster Management and Mitigation Unit (DMMU) under the Office of Vice-President (OVP) and implemented the government relief programme as the local food distributor. In 2005, its role was replaced by a local NGO, Kaluli Development Foundation (KDF). The WV has held their own joint programmes named, ‘Consortium of Southern Africa Food Emergence (C-SAFE)’ from January 2003 to September 2006 (from January to September 2006 in Sinazongwe), and ‘Consortium for Food Security Agricultural, AIDS Resilience and Marketing (C-FAARM)’ from September 2007 to August 2010 (planned).

The main donor of both programmes is the USAID. Several NGOs, such as CARE international, WV, Catholic Relief Service (CRS) and Land O’ Lakes, have collaborated and implemented those programmes in southern African countries such as South Africa, Mozambique, Malawi, Zimbabwe, and Zambia. In the southern province of Zambia, four districts, Sinazongwe, Choma, Mazabuka, and Kalomo, were selected as targeted food insecure areas.

The WV has taken charge of the programme implementation in the Sinazongwe district. In the district, the C-SAFE started in January 2006 as an emergency relief just after a severe drought in 2005/06 (the food aid actually started from February to March in 2006). In C-SAFE programme, it distributed foodstuffs (cereal and pulse, usually wheat and lentil) to targeted vulnerable persons and/or households that included pregnant and lactated women and children (PLWC), chronically ill and HIV (CI/HIV), and orphans and vulnerable children (OVC). Out of all food resources, 70 percent was provided to the targeted persons as a free relief called as ‘Targeted Food Assistance (TFA)’, and 30 percent was to the vulnerable but viable persons through a food for work, ‘Food for Asset (FFA)’.

Table 1 shows the number of the C-SAFE’s beneficiaries on July 2006 in Sinazongwe. In that month, 9485 TFA beneficiaries and 2697 FFA beneficiaries received relief food (TFA: 8.3 kg cereal and 2 kg pulse per person, FFA: 50 kg cereal and 5 kg pulse per person). Totally, 99.026 metric tons of cereal and 21 metric tons of pulse were distributed at that time. These monthly figures of distributed food changed from month to month according to the number of retargeted beneficiaries and food security situations in this area. The relief distribution started in April 2006 at 20 centres, or Food Distribution Points (FDPs), covering the district; Buleya Malima, Chimonsele, Chiyabi, Dengeza, Kanchindu, Lusinga, Malabali, Malima, Mubike, Munyati, Muuka, Muziyo, Nkandabwe, Nyanga, Siameja, Sianyuka, Ngoma, Sinakasikili, Sinanjola.

Table1. C-SAFE Food Distribution for a month in Sinazongwe district (July 2006)

		Boys	Girls	Males	Females	Total bens.	Total HHs
TFA	PLWC	1236	1282	777	924	4219	783
	OVC	1191	1042	552	826	3611	703
	CI/HIV	420	386	365	484	1655	334
	Subtotal	2847	2710	1694	2234	9485	1820
FFA		830	785	512	570	2697	406

Source: Based on a document of the WV HEA, Sinazongwe office

Note: ‘bens.’ = ‘beneficiaries’, ‘HHs’ = ‘households’

Table 2. C-FAARM Food Distribution for a month in Sinazongwe district (September 2008)

	Boys	Girls	Males	Females	Total bens.	Total HHs	
	HIV	43	42	24	30	139	26
TFA	Non-HIV	568	523	290	460	1841	379
	Subtotal	611	565	314	490	1980	405
FFA		551	563	277	352	1743	244

Source: Based on a document of the WV HEA, Sinazongwe office

While the C-SAFE focused mainly on a relief for the vulnerable households affected by severe drought in 2005/06, the C-FAAM, which started in 2007 as its successive programme, focused more on development projects through the FFA. According to the policy, 30 percent of all food resources should be used for the TFA, and 70 percent for the FFA.

Table 2 shows the number of the C-FAARM's beneficiaries in the Sinazongwe district in September 2008. As the C-FAARM lays emphasis on support for HIV carriers, the TFA category of beneficiary was modified from the previous three divisions to simply 'HIV' or 'Non- HIV'. However, as an officer said that the beneficiaries were selected mainly from female household heads, high dependent ratio households, OVC, and HIV carriers, most of the beneficiaries are categorised as non-HIV. In the month of Table 2, totally 28.634 metric tons of cereal and 5.18 metric tons of pulse were distributed (food ration is the same with the C-SAFE). The food distribution is now carried out at 10 FDPs; Kanchindu Central, Mweemba, Siansowa, Ngoma, Mweezya, Nkandabwe, Muziyo, Munyati, Sinanjola, Siamvwemu.

In the C-FAARM programme, the FFA is not necessary implemented in every month. If there is no work programme for the FFA, no foodstuff is distributed. Because of some technical difficulties of the planning and implementing, it was only twice (September 08 and July 08) that the FFA food was actually distributed since the programme started in September 2007 (up to September 2009). A WV officer told me that several FFA projects have been finally arranged because the work for making a plan of the public work and arranging with the local people took much times. In September 2009, the training of a treadle pump for small-scale irrigation started as a FFA project. The WV provides necessary training, equipments and supplies to the FFA beneficiaries.

As table 2 shows, in terms of the number of beneficiaries as well as the amount of the distributed food, the scale of food aid has become much smaller than that of the previous C-SAFE. In an emergency, however, some additional relief foods have been distributed. From March to May in 2008, for example, the flood affected 2196 persons (392 households) received 3 months' relief foods (the same ration with TFA) through the C-FAAM. This new programme has limited the food distribution only for the most vulnerable persons and periods to avoid the dependency on food aid.

2. Seed Distribution by the C-FAARM

To enhance the agricultural productivity and promote the crop variety is one of the main purposes of the C-FAARM. For achieving it, the programme provides several kinds of crop seeds to the ‘vulnerable but viable’ and ‘vulnerable’ farmers selected by communities (approximately 200-350 beneficiaries, 30-40 households selected at each centre). Since the beginning of the programme in 2007, the seed distribution has been continued twice a year (at winter cropping season from April to June and at farming season from October to December). The kinds of seeds are decided according to the ‘seed monitoring’ that surveys local farmers’ crop variety, their priorities, cultivate area of crops, the amount of crop yield, cultivation plan for next season and so on.

Table 3 shows the varieties of seeds that have been distributed by the C-FAARM. Until September 2009, the seed distribution has been carried out five times. Not only staple crop such as maize and sorghum, but also vegetables and tubers have been distributed. The kinds of seeds distributed are different from a centre to a centre based on the seed monitoring. Even some kinds of seeds are newly introduced to this area. As the sunflower, for example, is not so common in Sinazongwe and people have a difficulty for its marketing, the WV supports the farmers by purchasing and selling it to a dealer in Monze. Those seeds are procured by the WV from some Zambian companies.

Table 3. Implementation of Seed Distribution and the Varieties of Seeds

Year/ Season	Distributed Seeds Varieties
2007 Nov	Sorghum, Maize, Ground Nuts, Cowpeas
2007 Dec	Maize, Sweet potato vines
2008 July	Cabbage, Cowpea, Tomato
2008 Dec	Cowpeas, Sweet potato vines, Sunflower
2009 May	Tomato, Cabbage, Maze

Source: Based on a document of the WV HEA, Sinazongwe office

Table 4. C-FAARM Seed Distribution in Sinazongwe (November 2007)

Category of Beneficiaries								Amount of Distributed Seeds (kg)			
Vulnerable but Viable				Vulnerable				Sorghum	Maize	Cowpeas	Groundnuts
M	F	HH	Total	M	F	HH	Total				
735	799	190	1534	521	569	150	1109	425	850	425	1700

Source: Based on a document of the WV HEA, Sinazongwe office

Note: a) M=Male (including boys), F=Female (including girls); b) The units of distributed seed were 2.5 kg Sorghum, 5 kg Maize, 2.5 kg Cowpeas, 10 kg Groundnuts per a household; c) In most cases, only two kinds of seeds were distributed in each centre.

Table 4 shows a case of the seed distribution in November 2007. Totally more than 2600 farmers received at that time. It is said that those beneficiaries are not always poor and vulnerable, but selected basically from those who have farm fields and labour forces. There are about four “lead farmers” in each centre who are selected from literate and highly motivated model farmers. They have received the WV’s trainings on conservation farming and are responsible for the selection of the seeds recipients. An officer noticed that in some case even affluent farmers such as an area councillor were involved as the seed beneficiaries.

As mentioned above, the programme scale was cut down in the C-FAARM. And the programme priority has been changed from relief to development and productive agriculture. The number of food distribution centres decreased from 20 to 10, and the programme covered area was sharply reduced. Especially, the remote area in the district such as Chiyabi and Siameja is now not covered. The WV HEA coordinator explained it on the ground of the limited resource and difficulties of access. It was actually observed that the WV HEA office owned only two vehicles (during the research in 2009, one of them was under repair) and that the field officers could not get necessary transportation to their field sites. Ten centres in the C-FAARM are now all located near from main roads and easily accessible. In terms of necessity of development, however, some villagers in Siameja complained of the WV withdrawal pointing out that there were almost no NGOs’ activities in the area thereafter.

3. The Activities of the Kaluli Development Foundation

The Kaluli Development Foundation (KDF) was established in 1998. It is the only local NGO that works in the Sinazongwe district. The predecessor of this organisation was ‘Gwembe South Development Programme’ that started in the 1970s as a relief for the resettled people by the construction of Kaliba Dam. The programme was supported by the Gosina Mission (Germany), GTZ, and the Zambian government. Since the Gosina Mission now provides funds only for the management cost of the KDF, other donors support specific programmes such as ‘Sustainable Agriculture Programme’ supported by the Bread for the World (Germany), ‘Food Security Pack (FSP)’ by Programme Against Malnutrition (PAM, Zambia) and ‘Water Supply and Sanitation Programme’ (phased out in 2007) by the Christian Aid (UK).

Among all, the FSP programme is carried out all over the country as one of the largest food security programmes in Zambia, which is supported by the Department for International Development (DFID, UK), the Norwegian government, FAO and so on. The KDF takes charge of its implementation in the Sinazongwe district. In the district, it started in 2001. The FSP lends seeds of maize and cowpeas, and fertilizers to the farmers who own wetlands for winter cropping. After harvesting, the farmers would give back to the community, for example, 20 kg maize for the seeds, 5 kg maize for the cowpeas, and 50 kg maize for the fertilizer. The community utilizes the repaid maize for the next season’s lending and other purposes by selling them. It is called a ‘Community Grain Bank’. The way of the utilization of the resources largely leaves the community’s initiative. In a community, they once bought goats and distributed them to the villagers who are expected to pay back a part of the reproduced goats to the community. The KDF has implemented the FSP programme at the several

agricultural camps in the district and followed the communities' activities.

As 'a project implementing partner' of the Zambian government, the KDF also carries out the relief food distribution by making a 'Memorandum of Understanding' (MOU) with the DMMU. The MOU prescribes the relief objective, the role of a project implementing partner, the way of distribution, the obligations of both sides and so on. Since 2005, the KDF has been assigned responsibilities such as the receiving relief foods, the delivery to 32 satellite committees in the district, and the monitoring and reporting on the distributions for the DMMU.

In a case that the researcher observed, for example, on 26th June 2008, the district commissioner noticed to the KDF about the release of 100 metric tons of relief maize from the DMMU. On 1st July, the KDF signed up a MOU with the government (with a national coordinator of the DMMU). The MOU mentioned the purpose of food aid as the following: a) To supplement the food requirements of the affected population particularly vulnerable households, until the next harvest in 2008; b) To enhance the coping mechanisms of the most vulnerable groups in the food deficit areas. And it described the main project activities as follows: a) Selection of beneficiaries; b) Food dispatches to final delivery points by suppliers; c) Distribution of food rations to beneficiaries; and e) Monitoring and reporting. The government also provides that 80 percent of food should be allocated for 'Food for Work' participants and 20 percent for vulnerable people as a free support.

Until the end of June, even before the conclusion of the MOU, 100 metric tons of maize had been delivered to the storage in Maamba town. Nevertheless, the food distribution was rather delayed due to the breakdown of the KDF owned truck and it finally started from the end of August. Moreover, mainly because of the poor condition of the roads in the district, the delivery of the relief food to 32 distribution points took more than three weeks by using only one track in a bad condition and another tractor. At each food distribution points, the Satellite Disaster Management Committee (SDMC) takes charge of the beneficiary selection and the food distribution. As a smallest unit of the national disaster management institution, the SDMC usually consists of several local villages.

Table 5 shows the number of beneficiaries and the amount of relief maize in the case from August to September in 2008. The amount of allocation to the SDMCs was decided simply based on the household numbers in each SDMC. It is no doubt that the scale of this government food aid is more extensive than the current programme of the WV especially in terms of the covered area as well as the number of beneficiaries.

In order to implement the food distribution, the KDF receives a half of the management cost in advance and receives the remainder after the completion of the task. The KDF manager, however, pointed out that the payment from the government was frequently delayed and they had a serious financial problem on their activities. Moreover, because the amount of relief food and its timings are not fixed and it is noticed to the KDF just before the delivery, the implementation of food aid distribution is usually delayed and poorly timed.

Table 5. The Government Food Aid Distributed by the KDF in August/ September 2008

SDMCs	Estimated No. of beneficiaries	Maize Allocation (mt)	No. of 50 kg bags
Chiyabi	105	3.2	64
Malima	118	3.6	72
Sianyuka	74	2.25	45
Sinanjola	127	3.9	78
Munyati	170	5.2	104
Lusinga	80	2.45	49
Buleya Malima	168	5.15	103
Muziyo	85	2.6	52
Malabali	25	0.75	15
Sinazeze	167	5.1	102
Nkandabwe	163	5	100
Siamuyala	163	5	100
Sinazongwe	137	4.2	84
Mweezya	88	2.7	54
Sialwala	42	1.3	26
Sinakasikili	82	2.5	50
Sikaneka	139	4.25	85
Maamba	103	3.15	63
Sinankumbi	103	3.15	63
Sulwegonde	75	2.3	46
Chimonselo	65	2	40
Kanchindu	214	6.55	131
Siansowa	101	3.1	62
Namafulu	41	1.25	25
Sinakoba	57	1.75	35
Muuka	69	2.1	42
Dengeza	65	2	40
Nyanga	60	1.85	37
Siameja	96	2.95	59
Siawaza	23	0.7	14
Kafwambila	142	4.35	87
Siampondo	87	2.65	53
Total	3234	99	1980

Source: Based on a report of the KDF submitted to the DMMU.

Note: a) At this time, the number of the bags delivered to Sinazongwe was 1999. The reason of the deficit of 19 bags is not clear from the report; b) The estimated number of beneficiaries is calculated based on the standard ratio set by the government (80% for FFW participants with 50 kg per person and 20 % for free support to vulnerable people with 12 kg per person).

4. Research Summary and Further Issue

In FY 2009 research, we focused on the NGOs activities and the food security programmes in Sinazongwe mainly based on the documents of these organisations and field surveys. This research reveals that the NGOs have implemented several kinds of programmes for enhancing the food security in the district, but some of them have faced some issues mainly because of the access difficulties, poor facilities and equipments, and some management problems. At the same times, as those several

programmes including the government's food aid have not been incorporated and coordinated well, the effectiveness and achievements of these programmes are still not clear in terms of the improvement of food security in the district as a whole. Particularly, although various kinds of programmes are implemented by the NGOs in the limited areas where are easily accessible from main roads, the situation of remote areas is hardly followed up by any organisations.

Our research issue in FY 2010 will be focused on an intensive field study about how those food security programmes of the NGOs and government institutions have had impacts on local communities. By interviewing with the NGOs stuffs, the government officers, and local farmers, we will try to investigate the effectiveness of food relief programmes and the local responses to them. Through the research, we are expecting to reveal the social and political impact of disaster management and relief activities on the resilience of local communities.