

**FIRST REPORT OF THE COMMITTEE ON AGRICULTURE AND LANDS FOR THE
FOURTH SESSION OF THE TENTH NATIONAL ASSEMBLY APPOINTED ON
THURSDAY, 24TH SEPTEMBER, 2009**

Consisting of:

Mr R Muntanga, MP (Chairperson); Mrs F B Sinyangwe, MP; Major C K Chibamba, MP; Mr B Bwalya, MP; Mr B Hamusonde, MP; Mr R S Mwapela, MP; Mr S Katuka, MP and Mr M J C Misapa, MP.

The Honourable Mr Speaker
National Assembly
Parliament Buildings
Lusaka

Sir, following the guidance that your Committee should Table the Report of the Committee of the previous Committee for the Third Session of the Tenth National Assembly, your Committee studied the Report in detail and, on 30th October 2009, adopted it.

Your Committee, Mr Speaker, Sir, now have the honour to present the Report.

R Muntanga, MP
CHAIRPERSON

September, 2009
LUSAKA

REPORT OF THE COMMITTEE ON AGRICULTURE AND LANDS FOR THE FOURTH SESSION OF THE TENTH NATIONAL ASSEMBLY APPOINTED ON 22ND JANUARY, 2009

Consisting of:

Mr R Muntanga, MP (Chairperson); Mrs A C K Mwamba, MP; Major C K Chibamba, MP; Mr B Bwalya, MP; Mr B Hamusonde, MP; Mr R S Mwapela, MP; Mr S Katuka, MP and Mr M J C Misapa, MP.

The Honourable Mr Speaker
National Assembly
Parliament Buildings
Lusaka

Sir

Your Committee have the honour to present their Report for 2009.

Functions of the Committee

2. The functions of your Committee, as set out in the National Assembly Standing Orders, are as follows:

- (i) study, report and make recommendations to the Government through the House, on the mandate, management and operations of the Ministry of Agriculture and Cooperatives and the Ministry of Lands, departments and/or agencies under their portfolio;
- (ii) carry out detailed scrutiny of certain activities being undertaken by the Government ministries, departments and or agencies under their portfolio and make appropriate recommendations to the House for ultimate consideration by the Government;
- (iii) make, if considered necessary, recommendations to the Government on the need to review certain policies and or certain existing legislation;
- (iv) examine annual reports of Government ministries and departments under their portfolios in the context of the autonomy and efficiency of government ministries and departments and determine whether the affairs of the said bodies are being managed according to relevant Acts of Parliament, established regulations, rules and general orders; and
- (v) consider any Bills that may be referred to them by the House.

Your Committee also enjoy all the privileges, immunities and powers of Sessional Committees as provided for in the National Assembly Standing Orders, the Constitution of Zambia and the *National Assembly (Powers and Privileges) Act*, Cap 12 of the Laws of Zambia.

Meetings of the Committee

3. Your Committee held twelve meetings during the period under review.

Committee's Programme of Work

4. Your Committee considered and adopted the following programme of work:
- (a) consideration of outstanding issues from the Action-Taken Report on the Committee's Report for the year 2008;
 - (b) consideration of the following topical issues:
 - (i) the status of fish population in Zambia's water bodies; and
 - (ii) the performance of the Fertiliser Support Programme.

Operations of the Committee

5. Your Committee requested detailed memoranda from the relevant Government ministries, quasi government institutions, professional bodies, non-governmental organisations and interested individuals and, thereafter, invited their Chief Executives to appear before them to make oral submissions and clarifications on issues concerning their submissions.

Your Committee's Report is in four parts. Part I consists of submissions on the status of fish in Zambia's water bodies; Part II consists of submissions on the performance of the Fertiliser Support Programme; and Part III is your Committee's tour report, while Part IV is on the consideration of the Action-Taken Report on the report of your previous Committee for 2008.

PART I

THE STATUS OF FISH POPULATION IN ZAMBIA'S WATER BODIES

6. Your committee, realising the concerns about the dwindling catches of fish in most of the water bodies, resolved to study the status of fish population in Zambia's water bodies by taking a closer look at the structure and functions of the Department of Fisheries.

They endeavoured to establish the management strategies that the Department was using to sustain the sector and find the best management practices that would improve productivity in a more sustainable manner and advise the Government accordingly. In order to help them in their study of the topic, your Committee invited submissions from the following witnesses:

- a) the Agricultural Consultative Forum;
- b) the Northern Fisheries Ltd;
- c) the Lake Fish Ltd;
- d) the University of Zambia, School of Agriculture;

- e) the Worldwide Fund for Nature;
- f) the Peasant and Small Scale Farmers Association of Zambia;
- g) the Ministry of Tourism, Environment and Natural Resources; and
- h) The Ministry of Agriculture and Cooperatives.

SUBMISSIONS BY THE WITNESSES

7. Your Committee were informed that the Department of Fisheries (DOF) was established in 1974 from a Fisheries branch of the Department of Wildlife, Fisheries and National Parks under the then Ministry of Lands and Natural Resources. Since then, several changes in the organisational structure of the Department had taken place, including that under the 1997 restructuring in the Agricultural Sector Investment Programme (ASIP) when the Fisheries functions were placed under two separate departments within the Ministry. The Fisheries Extension and Management Section was under the Field Services Department, while the Fisheries Research was placed under the Research and Specialist Services Department. This fragmentation of the Department of Fisheries brought uncertainties in the structure of the Department and also overshadowed the prominence and importance that should be accorded to the Fisheries industry in the social economic development of the country.

Your Committee were informed that the functions of the Department of Fisheries, as prescribed in the Fisheries Act, Chapter 200 of the Laws of Zambia, included promoting the development of Fisheries and aquaculture in the country in order to increase fish production. The Department is headed by a Director who is assisted by two Deputy Directors. The Department is divided into two main branches, namely, Capture Fisheries and Aquaculture. Under the current structure, the establishment was only filled to about 72% of its capacity.

MANAGEMENT OF FISHERIES RESOURCES

8. Your Committee were informed that the traditional approach to the problem of over fishing was that the Department of Fisheries should be sufficiently funded so that it was able to mount fish conservation patrols in fishing areas in order to prevent over fishing. Such an approach would allow Fisheries staff to design programmes that would facilitate tours of fishery areas in order to enforce fisheries regulations.

Under the current structure, however, the law enforcement section of the Department was perceived to be very weak because of the placement of the Department in the Ministry of Agriculture and Cooperatives under extension services which provides advice to operators as a way of assisting communities. However, in the fisheries sector, law enforcement should be one of the effective ways of addressing the problem of over exploitation of fishery resources.

Your Committee learnt that the situation in fisheries management was that fishermen were aware of the dangers of some of the methods that were used to exploit the fisheries resources and did not like to use them. They, however, were not able to adopt good fishing practices because they were not sure of the activities of other fishermen. They believed that there was no system that would prevent their colleagues from using unsustainable fishing methods. Therefore, organising fishermen in a way that would make them trust the fishery management regime was

one way of preventing over exploitation. The community based approach to fisheries management is also an important strategy for realising good management and conservation of fish stocks.

Your Committee were informed that the licensing of fishermen was a problem and the history went back to the colonial period when fishermen were required to have a fishing license. This practice was done away with at independence but was re-introduced in 1986. The reason for re-introducing the fish licence was to use the licence to control fishing pressure. This was a difficult task because of weak monitoring of fishing activities and also partly because the majority of fishermen are among the most vulnerable members of society with little or no skills for earning livelihood from other income generating activities. This was the situation that many governments all over the world were faced with.

It was submitted to the Committee that the present licensing system was such that only fishermen were registered while the fishing gear (boats, gill nets etc) were only recorded. The Committee heard that this exposed the fisheries to a lot of stress as there is no control on the number and type of fishing gear the fishermen are allowed to use. In addition, there is need to set a limit on the number of vessels operating on a given fishing area to ensure sustainability of the resource. However, it was submitted that the Department of Fisheries is trying to generate funds through licence fees and, hence, the tendency to register more vessels than the fish could sustain.

TRENDS ON THE FISH POPULATION IN THE COUNTRY

9. Your Committee were informed that Zambia had fifteen million hectares of water in the form of rivers, lakes and swamps which provided the basis for extensive fresh water fisheries. Your Committee were further informed that the current estimates for annual fish production from Capture Fisheries ranged between 60, 000 and 70, 000 tonnes, with an estimated 5, 000 tonnes produced through aquaculture.

In addition, it was stated that the annual fish capture output per person had declined from 11.4 kg in the 1970s to 8 kg in the 1990s and to 5.4 kg in 2003. Furthermore, the Committee heard that though the annual fish production increased from 40, 000 tonnes in the late 1960s to over 62, 000 tonnes in 2000, it had consistently failed to exceed 70, 000 tonnes per year even in favourable years and that the current national demand for fish was conservatively estimated at 120, 000 tonnes per year and the difference between supply and demand was foreseen to increase further with human population growth.

Your Committee heard that understanding trends in fish population was an important management tool for any fish. It was submitted that, in Zambia, data on the status of fish was very patchy and some fish stocks, such as those in Luangwa River, Barotse flood plains and the Lukanga, had hardly been researched. Your Committee were also informed that Government needed to support scientific research to help understand trends and be in a position to confidently indicate which species, if any, was under threat from over exploitation. Your Committee heard that consistently generated and analysed information from catch assessment surveys and other surveys such as on limnology, fish biology and studies of the ecology of the fish was very important for making projections of the fish population trends.

However, it was stated that, notwithstanding the above, experiences from engaging fishermen in various fisheries suggested a downward trend in terms of fishery productivity. For example, a fisherman based at Kaswende (Lukanga swamps) who had been fishing since 1968, testified that the fish population had declined in terms of

quantity and quality of catch, citing over exploitation through large numbers of Fishermen using illegal fishing gear and failure to observe the closed fishing season.

Policy Direction

10. Your Committee were informed that most of the problems that were being experienced in the fisheries sector bordered on policy and that the Department of Fisheries had been involved in the preparation of the Fisheries Policy Document since mid 2007. However, at the moment there was no stand alone Fisheries Policy Document as was the case with other natural resources sectors such as forestry, water and wildlife.

Your Committee heard that the Fisheries Policy, once in place, would ensure adequate protection of not only the resource (fish), but the habitat and ecosystems too.

In addition, issues of trans-boundary fishing in the Zambezi, Luapula and Tanganyika water bodies and taxation (35% for Fisheries and 15% for agriculture) had remained unresolved for too long.

OBSERVATIONS AND RECOMMENDATIONS

11. Your Committee observe as follows:

- there is no policy guideline on the fisheries sub-sector;
- there is no research conducted to ascertain (statistics) the number of fish species and their population in the country;
- there is inadequate human and financial resource allocation to the Department of Fisheries;
- there is inadequate law enforcement with regard to fishing resulting in fish being under intense over exploitation;
- there is a general decline in fish catches;
- there is a lack of coordination in the collection and utilisation of fish levies;
- the dual functions of extension officers where they combine extension work and law enforcement (e.g. fishing bans) is in conflict with the expectations from communities;
- the structure and the status of the Department of Fisheries has been changed several times since its establishment in 1974, thereby affecting its ability to discharge its functions effectively; and
- there is a lack of clear demarcations of Zambian waters with neighbouring countries makes the implementation of the fishing ban a futile exercise.

Your Committee, in view of the foregoing observations, recommend as follows:-

- the Government should urgently put in place a Fisheries policy as is the case in other natural resources sectors, like forestry and water;

- the Government should establish, within the Ministry of Livestock and Fisheries, a department of fisheries and a department of aquaculture. The department of fisheries shall administer fish conservation and protection of fish species as a natural resource while the department of aquaculture will be responsible for increasing fish stocks in fish ponds and promoting other fish farming methods such as cage fish farming;
- the Government should strengthen the Research Department to conduct scientific research to help understand fish population trends, fish species and diseases in the country;
- the Government should streamline the collection of levies for easy accountability as there are so many government departments levying various levies and also for proper application of the funds to enhance efficiency in the functioning of the Department of Fisheries; and
- the Government should urgently update the Fisheries Act so that it is in line with current Fisheries management practices.

PART II

THE PERFORMANCE OF THE FERTILISER SUPPORT PROGRAMME

12. Your Committee, appreciating the many complaints raised against the programme by various stakeholders in the agricultural sector, resolved to study the performance of the fertiliser support programme by taking a critical view of the objectives of the programme, the supply chain of the fertilisers, the selection criteria of the beneficiaries and also the institutions that identified the beneficiaries. The objective of the study was to establish the bottlenecks in the programme so as to advise the Government on the most appropriate way of managing the programme. In order to help them in their consideration of the topic, your Committee invited the following witnesses:

the Ministry of Agriculture and Cooperatives;

- (ii) the Agricultural Consultative Forum;
- (iii) the Food Security Research project;
- (iv) the University of Zambia, School of Agriculture;
- (v) the Peasant and Small Scale Association of Zambia;
- (vi) the Zambia Cooperative Federation;
- (vii) Omnia Zambia Limited;
- (viii) Nyiombo Investments Limited;
- (ix) Bridgeway Commodities Limited;
- (x) Zambian Fertilisers Limited; and
- (xi) Nitrogen Chemicals of Zambia Limited.

SUBMISSIONS BY THE WITNESSES

13. Your Committee were informed that the Fertiliser Support Programme (FSP) was an initiative of the Zambian Government which was set up to subsidise the cost of fertiliser and maize seed for selected small scale farmers. The programme began in the 2002/2003 agricultural season when the Government saw the need to enhance production of the nation's staple crop, maize. It was further stated that the programme was aimed at improving household and national food security and also to build the capacity of the private sector to participate in the supply of agricultural inputs.

Your Committee heard that the Fertiliser Support Programme was initially designed to run for three years with the amount of subsidy reducing with each subsequent year of implementation and that, in essence, the Government committed itself to support 50 per cent of the cost. Furthermore, in the following season (2003/2004), the subsidy amount was to reduce by 25 per cent to allow farmers meet 75 per cent of the cost of inputs and that in the third and final year, the Fertiliser Support Programme was expected to phase out with selected farmers paying 100 per cent of the cost of inputs.

However, due to little improvements in the credit markets, compounded by the exponential increase in fertiliser prices on the global market, the farmers who were to be phased out of the programme could not manage to stand on their own, necessitating the need for the continuation of the Fertiliser Support Programme. Thus, provision of Fertiliser Support Programme inputs continued. In the 2006/07 season, the subsidy was increased to 60% while in the 2008/09 season, the subsidy level was raised to 75%.

Your Committee were informed that the selection of beneficiaries was done by the District Agricultural Committees (DACs) which comprised membership from the farming fraternity. The Chairpersons of the Committees were picked from amongst the farmers, while the secretariat was the District Agricultural Coordinator's office. It was further submitted that, to be eligible for the Fertiliser Support Programme inputs, an individual had to be a member of a registered Cooperative or Farmer organisation. The person should possess capacity to grow 1 – 5 hectares of maize and be able to pay 25 per cent of the cost of inputs.

THE ROLE OF THE COOPERATIVE MOVEMENT IN THE FERTILISER SUPPORT PROGRAMME

14. Your Committee were informed that since the advent of the Third Republic in 1991, the Cooperative movement, led by the Zambia Cooperative Federation, had not been involved in the new economic dispensation of the liberalised economy of the country. The Zambia Cooperative Federation, as the apex body, had affiliates at provincial, District and Primary (local) levels with a countrywide membership of three million (3,000,000) people.

In addition, your Committee were informed that the cooperative movement in the country was at the moment enjoying a relatively fair support from the Government, because the Government had realised that cooperatives were one of the effective means through which economic development could be attained.

However, the inadequate participation of the cooperative movement in the Fertiliser Support Programme, especially in the areas of registration and monitoring of the cooperative societies, had led to the mushrooming of fake cooperatives. These fake cooperatives were formed merely to benefit from the Fertiliser Support Programme. The District Agricultural Committees (DACs) further had contributed to these malpractices as, in some instances, participating cooperative societies were required by the DACs to pay fees ranging from K100 000 to K150 000. This money was never receipted and the Ministry headquarters (MACO) was not aware of such charges.

CHALLENGES OF THE FERTILISER SUPPORT PROGRAMME

15. Your Committee were informed that the implementation of the Fertiliser Support Programme had faced a lot of challenges which had made it difficult to achieve its objectives. The following were some of the challenges and or weaknesses identified:

- (i) the programme had failed to graduate the beneficiaries, as originally planned, such that the same beneficiaries had continued to access the subsidised inputs year after year;
- (ii) failure to set correct targets for the beneficiaries such as distinguishing between a villager and a vulnerable but viable farmer;
- (iii) private sector participation in fertiliser supply had remained solely for only two suppliers (Nyiombo and Omnia), resulting in the creation of monopolies;
- (iv) the supply of agricultural inputs had been characterised by inadequate and untimely delivery of inputs, for example, the delivery of top dressing fertiliser earlier than basal dressing fertiliser, a practice that had rendered the whole programme ineffective e.g. the yields of maize had remained stagnant at 1.5mt per hectare;
- (v) the extension staff paid little attention to teaching farmers good farming practices because they spent most of their time administering the Fertiliser Support Programme:
 - (a) the continuation of the subsidy had perpetuated the dependence syndrome of farmers, making it difficult for sustainability of the programme;
 - (b) the composition of the District Agricultural Committees (DACs) favoured the civil servants who outnumbered the representatives of the co-operatives sitting on the DAC, resulting in huge quantities of agricultural inputs being obtained by government officials through non genuine cooperatives; and
 - (c) the Fertiliser Support Programme, in its current form, did not have an exit strategy.

Your Committee were further informed that the current administrative structure of the Fertiliser Support Programme placed a huge financial burden on the national budget. In addition to the K428 billion that would go towards the purchase of inputs (2008/09) season, the programme had other inherent costs such as K3 billion for management and coordination, K268 million for audit inspections and K600 million for the inspection of cash deposits in banks.

FERTILISER SUPPORT PROGRAMME REFORMS

16. Your Committee heard that the Government and other stakeholders were concerned about the effectiveness of the Fertiliser Support Programme and that they were seeking ways of reforming the programme to benefit the majority of farmers. In order to improve the Fertiliser Support Programmes' effectiveness and efficiency, the programme would be changed to a Farmer Input Training Support Programme and be implemented through a Voucher Scheme (smart subsidy) starting in the 2009/2010 agricultural season. In addition, it was proposed that the electronic input voucher programme will be implemented in two or three provinces in a phased roll out, while the traditional Fertiliser Support Programme shall be implemented for the last time in six to seven provinces during the 2009/10 cropping season. The voucher programme would then be fully rolled out in 2010/11 season while the Fertiliser Support Programme would be completely phased out.

Your Committee, however, were told that the use of an electronic system in the distribution of inputs in rural areas might pose a lot of problems as it would be much easier to isolate and correct the ills in the current system rather than starting something new and going through another learning curve before perfecting the system. It was stated that evaluation reports in neighbouring countries where the system had been implemented indicated that the voucher system was not devoid of abuse since the system could be abused through the manipulation of villagers by people with money from cities.

OBSERVATIONS AND RECOMMENDATIONS

Your Committee observe as follows:

- the programme has failed to graduate the beneficiaries as originally planned resulting in the same people accessing the inputs year after year;
- the emphasis on maize in the Fertiliser Support Programme is retarding productivity in other agricultural activities;
- the direct involvement of Government officers in the administration of the Fertiliser Support Programme has resulted in huge overhead costs over and above the actual figure that goes to the purchase of inputs;
- the Fertiliser Support Programme, in its current form, does not indicate the exit strategy and appears as though it will be there forever;
- the Fertiliser Support Programme is being implemented without a strong component of extension services resulting in poor yields;
- the cooperative movement, which is supposed to be on the ground and in touch with the communities, has been sidelined in the Fertiliser Support Programme, resulting in poor targeting of beneficiaries;
- the mechanism to distribute inputs is slow and disadvantaging beneficiaries in terms of meeting their planting deadlines, again resulting in poor yields;
- the discretionary application of the Fertiliser Support Programme administration, as stipulated in the implementation manual, is creating the impression that the programme is meant to appease people, leading to severe distortions in the price of maize; and

- the Government has not demonstrated practical will and determination to prosecute those who have abused the programme, resulting in the same bad reports coming up year after year.

Your Committee, in view of the foregoing observations, recommend as follows:

- the cooperative movement should be strengthened to takeover the role of input distribution and crop marketing by dealing with only registered (*bonafide*) members of cooperative societies;
- the composition of people to identify beneficiary farmers should be community based and should include chiefs and headmen and also belong to a cooperative society;
- the officers in the Ministry of Agriculture and Cooperatives should have nothing to do with input distribution so that they can concentrate on advising farmers on best practices in agricultural production i.e. extension work;
- the Fertilizer Support Programme should be split into two components; one component that will be catering for the vulnerable but viable peasant farmers who will receive support for at least one hectare and the other component that will target the viable farmers who will receive support for five hectares;
- the Government should establish a Rural Credit Bank to provide loans to the farmers graduating from the Fertiliser Support Programme;
- the Government should encourage farmers to grow/crops or rear animals based on comparative advantage, depending on the region/province rather than concentrate on maize alone;
- the Government should identify and segregate the types of fertilisers suitable for various regions/provinces and also sensitise farmers on the need to lime their soils where need be in order to increase productivity;
- the Government should open up fertiliser distribution to all able dealers so as to increase competition and ensure availability of fertilisers to farmers throughout the year and Government should encourage fertilizer dealers to distribute fertilizer to all agents countrywide so as to enable farmers access the commodity countrywide; and
- the Government should be seen to take deterrent measures against officers who abuse Government resources.

PART III

TOURS

Your Committee toured the following places:

- i) Nitrogen Chemicals of Zambia (NCZ);
- ii) Siavonga;
- iii) Namwala;

- iv) Itezhi-tezhi;
- v) Mongu; and
- vi) Sefula Fishing Camp.

(i) **Nitrogen Chemicals of Zambia (NCZ)**

The Chief Executive Officer, Nitrogen Chemicals of Zambia (NCZ) informed your Committee that the plant was constructed in two phases by two companies, a Japanese firm and a German firm. The Japanese firm erected phase I meant for the manufacture of explosives and the German firm put up phase II meant for the manufacture of fertilizer.

Your Committee were informed that the old boiler using the old Japanese technology was still functional. However, the boiler delivered by the German firm had developed design deficiencies. Efforts to rehabilitate the boiler through the German Government failed as after two years from the date of starting the rehabilitation had lapsed, the guarantee expired and the German Government could not fund the project. Your Committee were also informed that the sulphuric acid plant which had not been operating for a long time was shut down.

From 1980 to 1991, the plant was not operating fully and, as a result, a lot of components had rusted and deteriorated. An Italian firm did some rehabilitation and installed a new boiler at a cost of one million United States Dollars. The boiler, however, only worked for 48 hours after rehabilitation.

As of August, 2009 the plant was under care and maintenance. It was learnt that if the plant was fully operational, Zambia would not have to import fertilizer. In addition, at full operation, the plant would have been producing carbon dioxide for the production of drinks, oxygen gas for the iron and steel company, sulphuric acid and material for explosives production. The plant had the capacity of producing 142,000 metric tonnes of D Compound. Despite not being fully operational, the NCZ offered the lowest tender to supply fertilizer during the 2008/2009 farming season. The Government gave NCZ a contract to supply 15,000 metric tonnes of fertilizer in 2009 although this was finalized very late in the year, in mid August, 2009.

The Chief Executive Officer stated that NCZ needed K143 billion to redesign the boiler, carry out general rehabilitation and import raw materials. The seed money that was given to NCZ by the Government was used to repay the company's indebtedness to Zambia National Commercial Bank (ZANACO), which mainly was in the form of accrued interest since the Government took long to pay for supplies. NCZ borrowed at interest from the banks, in particular ZANACO, while the Government bought products from NCZ at no interest.

Observations and Recommendations

Your Committee observe as follows:

- Nitrogen Chemicals of Zambia (NCZ) has the potential of satisfying the country's demand of fertilizer;

- a lot of money has been injected without proper business plans and there has been no proper monitoring and evaluation;
- while the Government has been subsidising the retail prices of fertilizer, there has been no consideration to the cost of production;
- the knock on effects would be felt immediately, *inter alia*, creation of jobs at the plant and other sectors, such as the Maamba Collieries, which would supply 30,000 tonnes of coal; and
- by-products, such as sulphuric acid, oxygen and carbon dioxide, would feed other production sectors.

Your Committee, therefore, recommend as follows: -

- the Government should ensure that the sum of K143 billion, which NCZ requires in order to be fully operational, is sourced;
- a proper business plan which will include the monitoring and evaluation component is prepared and submitted for approval and immediately implemented;
- the organisation structure at NCZ should be reviewed with a view to restructuring it; and
- the Government should be paying promptly to NCZ and other suppliers to avoid the company accruing huge interests on loans acquired from lending financial institutions.

(ii) **Siavonga**

Your Committee were informed by the officers from the Fisheries department that the Kapenta biomass on Lake Kariba stood between 15,000 to 20,000 tonnes and it reproduces itself five times annually.

It was, therefore, expected that the tonnage would reach 80,000 to 100,000 tonnes by the end of the year 2009. However, the Kapenta catch per rig had not increased significantly from the 1999 figure when the biomass stood at 8,000 tonnes. The reason for the apparent stagnation in the catch was attributed to the unprecedented increase in the number of rigs, which had reached 230 on the Zambian side of the Lake and 290 on the Zimbabwean side. The total number of rigs as of August, 2009 was five hundred and ten (510) licenced rigs.

However, there had been an influx of unlicenced rigs which had further adversely affected the catch per rig. In order to bring about some order, the fishing community had met and resolved to demarcate the fishing area into four fishing zones each headed by a traditional leader (Chief). However, the chiefs had proved to be ineffective as seen by the increase in illegal fishing which had affected the breeding.

It was learnt that there was no clear policy on aquaculture. The few fishermen who had tried to introduce cage farming had been told to first of all

conduct environmental impact assessments by the Environmental Council of Zambia (ECZ). However, ECZ did not have enough information on how to conduct the environmental impact assessments relating to natural water bodies.

Other challenges to the development of aquaculture identified included the lack of local experts to advise on fish farming. Recommendations by the Department of Fisheries to hire experts from outside the country make aquaculture economically not viable.

Further, there had been an increase in thefts of Kapenta and fish on the Lake but the Fisheries Department did not have proper and adequate patrol boats to control the situation.

(iii) **Namwala**

a) *Fertiliser Support Programme*

The District Agriculture Coordinator (DACO) informed your Committee that the District's maize consumption requirement was estimated at 24,800 metric tonnes. The maize production fluctuated from year to year. In the farming seasons 2000/2001 and 2001/2002, the maize production was quite low while in the 2002/2003 season, relief food had to be distributed due to the erratic and unpredictable rainfall. Crop diversification and conservation farming were being promoted extensively among farmers.

Maize Production

Table 1 shows the Area Planted, Production, Rainfall and Rain days since 2000/2001 seasons.

Season	Area Planted in Ha	Production MT	Rainfall Received (mm)	Number of rain days
2000/01	15301	32100	583	60
2001/02	15961	7650	349	23
2002/03*	15993	34283	591	61
2003/04	13253	48810	661	41
2004/05	16959	18994	553	28
2005/06	16800	57143	815	38
2006/07	17640	51156	816	48
2007/08	16600	13280	1137	54
2008/09	15750	47250	906.7	59

* *The fertiliser support programme was launched.*

From the table above, the yield of maize had increased substantially except for the 2004/05 and 2007/08 seasons when the yield reduced due to drought and floods respectively.

The impact of the Fertiliser Support Programme on farmers had been the increase in household incomes from maize farming, hence reduction of poverty among the farming communities.

FRA maize purchases

Table 2

	Satelite Depot	Amount of maize x 50Kg as at 13.08.09	Amount of maize remaining to be purchased
1	Chitongo	4690	Nil
2	Kabulamwanda	4690	Nil
3	Moobola	4690	Nil
4	Namakaka	4586	104
5	Ndema	4590	100
6	Chaanga	4690	Nil
7	Maunga/Namwala Central	4690	Nil
	Total	32626	204

Table 2 shows the number of maize bags per 50Kg bought from farmers by the Food Reserve Agency (FRA) in Namwala as of 13 August, 2009. The total bags bought stood at 32,626 by 50Kgs. The targeted number of bags purchased from Namwala was 32,830 by 50Kg or 1641.5 metric tonnes.

Fertilisers received for 2009/2010 season

Table 3

Delivery date	Urea (50Kg)	D compound	Maize seed	Remarks
30.06.09	1640	Nil	Nil	
01.07.09	820	Nil	Nil	
08.07.09	4100	Nil	Nil	
09.07.09	Nil	2200	Nil	
10.07.09	Nil	1100	Nil	
12.07.09	Nil	2159	Nil	21 x 50 bags were damaged in transit
13.07.09	Nil	1080	Nil	
Total	6560	6539	0	

Your Committee were informed that the delivery of farming inputs for 2009/2010 started in June, 2009 and was completed within two weeks. The total number of packs delivered was 1640, and this was equivalent to the number of the targeted beneficiaries. This was an increase of about 4.4 times the amount of packs received in the 2008/9 season.

Your Committee heard that District Agricultural Committees (DACs) created in the District were responsible for the identification of beneficiaries at camp level. The number of packs allocated to the District had been increasing. In the 2006/7 season a total of two hundred and thirty (230) packs, with additional 680 x 50Kg urea were delivered and in 2008/09, the District received three hundred and sixty-eight (368) while one thousand six hundred and forty (1,640) packs had been distributed for the season 2009/10. This also meant that the number of beneficiaries had been on the increase.

Your Committee were informed that Omnia had already brought in D-compound and Urea, but would sell the D-compound. Communities were encouraged to form cooperatives, although most residents were reluctant. Your Committee heard that of the forty-one registered cooperatives, thirty (30) were not functioning.

b) *Fisheries*

Your Committee learnt that the Kafue River was over fished. There was a danger that the river could be seriously depleted of fish because there was a large number of illegal fishermen who used illegal fishing methods such as mosquito nets and nets made from synthetic threads and *kutumpula* (beating water to drive fish towards nets).

The fishermen informed your Committee that when the sluice gates at the Itezhi-tezhi Dam were opened, the river flooded and disturbed the breeding of fish.

The Fisheries Department informed your Committee that it did not have adequate means of transport to carry out patrols. Whenever they managed to patrol, they collected substantial amounts of money through penalties.

c) *Challenges*

- the fertilizer packs were inadequate as 368 packs were shared among 12,500 farming households;
- pests had been reported in germinating maize and approximately 30% to 40% of maize fields were damaged;
- Agriculture and Fisheries Departments did not have adequate means of transport for officers to carry out patrols; and
- the Departments did not have enough staff to perform efficiently.

(iv) **Itezhi-tezhi**

a) *Fertilizer Support Programme*

The District Agricultural Coordinator (DACO) informed your Committee that although the Fertilizer Support Programme (FSP) was going on well, the fertilizer packs were not sufficient enough to satisfy the demand. In the farming season 2006/2007, the District received 275 packs for distribution to thirty-six cooperatives. In the 2007/2008 farming season, the packs increased to 360 and later, upon request, one hundred and fifty (150) more packs were delivered.

In 2009/10 farming season, the targeted number was 1,400 packs and by August, 2009, a total of 258 metric tonnes of top dressing and 250 metric tonnes of basal fertilizer had been delivered through Omnia.

Your Committee learnt that since the introduction of the FSP, maize production had increased. Crop husbandry had become the major farming activity, because cattle had almost all been wiped out by numerous animal diseases.

It was learnt that the District had formed forty cooperatives out of which five were women's groups. The total number of members from all the cooperatives was 1,872 male members and 650 female members.

In order to control the distribution, it had been proposed that a coupon system should be introduced.

b) *Fisheries*

Your Committee were informed that the Itezhi-tezhi Fisheries Research Unit carried out a number of activities in order to verify the number of fish, type of fish and the Kapenta biomass in the Itezhi-tezhi Dam.

Activities

- (i) Gillnet Survey – this was conducted in order to monitor the composition of fish and also to find out the types that were being depleted.
- (ii) Limnology – this was conducted in order to find out the physical and chemical quality of water and ideally the exercise should be carried out once every quarter. However, your Committee were told that the exercise was last done in 2007.
- (iii) Frame Survey – a census was conducted of the fishery focused on the economy of the entire fishermen such as the number of boats, fishermen and their dependants, number of camps and villages. The exercise was done once in five years. The last frame survey in Itezhi-tezhi District was carried out in 2006. It was learnt that a standard frame survey cost fifty million Kwacha.
- (iv) Extension Activities were conducted as set out below.

- Market Statistics

This denotes getting statistics on the quantity of fish leaving the District. This information was collected from the markets.

- Sensitisation on Fisheries regulations

Your Committee were informed that officers from the Fisheries Unit convened meetings with the fishing communities at which the fishermen were taught the regulations on fishing and processing of fish. Such meetings were followed by random checks to ensure that regulations were followed.

Your Committee heard that fish traders were required to get movement permits whenever fish was being transported out of the

District. A certificate of origin of the fish was given at the loading point.

However, it was observed that the Council did not collect levy on fish as they had not yet erected road blocks along roads leaving the District.

- Licensing and registration of boats

It was heard that fishermen were required to obtain fishing licences at the beginning of every fishing season. The licence allowed them to catch fish from 1st March to 30th November. As they collected the licences, they also registered their boats. This exercise earned the Fisheries Department a sum of K16,306,400 by June, 2009.

Your Committee noted that there was a great number of unregistered boats on the dam and fishermen who used illegal methods of fishing. The Fisheries Department was, however, hampered by inadequate transport to carry out patrols. The Zambia Police and the Zambia Wildlife Authority (ZAWA) had been assisting in patrolling the Dam.

- Hydro-acoustics survey on Kapenta

The DACO informed your Committee that the last hydro-acoustics survey was done in 1999. The findings from the survey were that the Kapenta biomass was 2,500 metric tonnes which could support artisan fishery harvesting of 6,000 metric tonnes per annum. However, due to inadequate funding, the Department could not procure the eco-sounder, the equipment for estimating Kapenta biomass.

Fishing rigs were not allowed on the Itezhi-tezhi Dam because the Dam was not deep enough. Rigs made by joining two banana boats had been introduced on a trial basis.

c) *Challenges*

- inadequate funding had resulted in a number of important activities not being carried out;
- lack of proper equipment;
- low levels of staffing;
- inadequate means of transport which had affected patrolling and, as a result, the fish ban was not observed and illegal methods of fishing went on unabated;
- lack of adequate storage facilities which made it difficult to keep fish for long;
- the water regulation by ZESCO caused fluctuation of water levels in the river and the dam leading to poor catches; and

- poor road infrastructure resulted in access to other areas impossible, particularly during the rainy season.

V MONGU

a) *Fertiliser Support Programme*

The Provincial Agriculture Coordinator (PACO) informed your Committee that, under the Fertilizer Support Programme (FSP), Western Province expected to receive 23,500 metric tons (94,00 X 50 Kg bags) of D-compound and urea and 235 metric tons (23,500 X 50 Kg bags) of seed. As of August, 2009, Kaoma had received 20,114 X 50 Kg bags of urea and 22,073 X 50 Kg bags of basal dressing while Lukulu had received 1,040 X 50 Kg bags of urea.

In order to control and monitor the distribution of fertilizer through FSP, Camp Agricultural Committees had been established. It was learnt that 70% to 75% of crop farming was done in Kaoma. Therefore, 60% to 70% of fertilizer received in Western Province was delivered to Kaoma.

The FSP targeted three thousand four hundred and eighty (3,480) beneficiaries in the farming season 2008/2009. However, there are over thirteen thousand (13,000) registered small scale farmers who belonged to 225 cooperatives, sixty out of two hundred and twenty-five (225) cooperatives benefited and each of these received twenty packs. Each cooperative had an average of thirty members. There were thirty-eight District Agriculture Committees (DACs) out of which only nineteen had extension officers. The distribution of the FSP inputs was so difficult that pre-choosing of beneficiaries had to be done.

Your Committee were informed that as of August, 2009, the Food Reserve Agency (FRA) had bought 11,287 X 50 Kg bags of maize out of the targeted 197,015 X 50 Kg bags. A total of 2,431 X 40 Kg bags of rice were bought out of the targeted 17,500 X 40 Kg bags.

b) *Fishing*

The PACO informed your Committee that the Zambezi River was the source of water and home of different types of fish species. Therefore, fishing was the major activity in the Western Province.

Type of Fishing

It was learnt that the type of fishing could be classified as small scale. The various types of fishing methods used included the following: -

- use of dug out canoes;
- use of active gears such as non-fishing nets, seine nets and *kutumpula* (driving fish to nets by hitting water);
- fishing in lagoons; and

- fish farming. There were 500 recorded fish ponds and 350 registered small scale fish farmers.

Observations and Recommendations

Your Committee observe as follows:

- despite the availability of marine transport in some areas, very few patrols can be done by the fisheries officers due to inadequate funding;
- very few sensitization tours are carried out by fisheries officers to encourage communities form village management committees due to poor road infrastructure and inadequate funding;
- although the Batotse Royal Establishment (BRE) discourages the use of illegal and destructive methods of fishing such as the use of mosquito nets, the fishermen at Sefula fishing camp informed your Committee that some *Indunas* receive bribes to allow unscrupulous traders to hire fishermen who use illegal methods;
- it is difficult to differentiate the fish species that never grows big from the fingerlings. As a result fingerlings are caught and sold to fish traders. If the scourge is not controlled, many fish species may become extinct;
- in all districts your Committee visited staffing levels are very low in the fisheries departments;
- Fertiliser Support Programme (FSP) packs are inadequate;
- there are too many fishing rigs on Lake Kariba;
- there is no threat of Kapenta being depleted as it reproduces itself five times each year; and
- the Siavonga District Council does not collect levy on fish and Kapenta as they do not have collection points either by the Lake or along the roads leading out of the town. Therefore, the Council does not have a record of the number of fish caught on the Lake.

Your Committee, therefore, recommend as follows:

- the Government should ensure that departments in districts are adequately funded to enable them perform effectively;
- the Government should ensure that all feeder roads are rehabilitated in order to enable officers to reach remote areas and to accord farmers an opportunity to market their merchandise;
- all Government departments should have full staff establishments in order to enhance their performance;
- the Fertiliser Support Programme packs should be increased in order to cover more farmers.

- the Government should ensure that the Ministry of Livestock and Fisheries is adequately funded to enable it to procure enough boats for patrolling;
- the issuance of licences should be controlled to ensure that no one individual or company has monopoly of fishing on the lake; and
- the Siavonga District Council must, as a matter of urgency, put in place points for collecting fish levies.

PART IV

CONSIDERATION OF THE ACTION-TAKEN REPORT ON THE PREVIOUS COMMITTEE'S REPORT OF 2008

From the Action-Taken Report, your Committee noted the responses on various issues raised in the previous report. However, the Committees have issues outlined below as of particular concern and urge Government to update them accordingly.

THE STATUS OF CATTLE DISEASES IN THE COUNTRY

1. The status of the human resource as deployed in the Department of Veterinary and Livestock Development starting at camp level.
2. The zoning of the country according to the livestock disease status and the branding of cattle for effective monitoring of cattle movements.
3. The operations of the Board of Veterinary Surgeons.
4. The Establishment of abattoirs in strategic places such as in Kazungula to curb the illegal movement of cattle in search of markets.
5. The establishment of quarantine stations for the monitoring and verification of animals in transit.
6. The reconstruction of cordon lines and also recruitment of maintenance guards to ensure compliance in the movement of cattle.
7. The establishment of a Livestock Marketing Institution to guarantee a ready market for livestock farmers.

AGRICULTURAL MARKETING/INPUT DISTRIBUTION SYSTEM IN ZAMBIA

- (i) The privatisation of the Nitrogen Chemicals of Zambia to remove the continuous financial burden on the Government.
- (ii) The synchronisation of the operations of the Tanzania-Zambia Railways and the Railway Systems of Zambia to harmonise the flow of agricultural inputs in the country.
- (iii) The Government should pay back the thirty billion kwacha (K30 billion) plus interest, it owes the Cooperative Bank so that the bank can re-open.

CONCLUSION

Your Committee are indebted to you, Mr Speaker, for appointing them to this Committee and for the guidance given to them throughout their deliberations. They further wish to express their gratitude to all the witnesses that submitted memoranda and appeared before your Committee.

Your Committee also wish to express their appreciation to the office of the Clerk for the services rendered throughout their deliberations.

R Muntanga, MP
CHAIRPERSON

October, 2009
LUSAKA