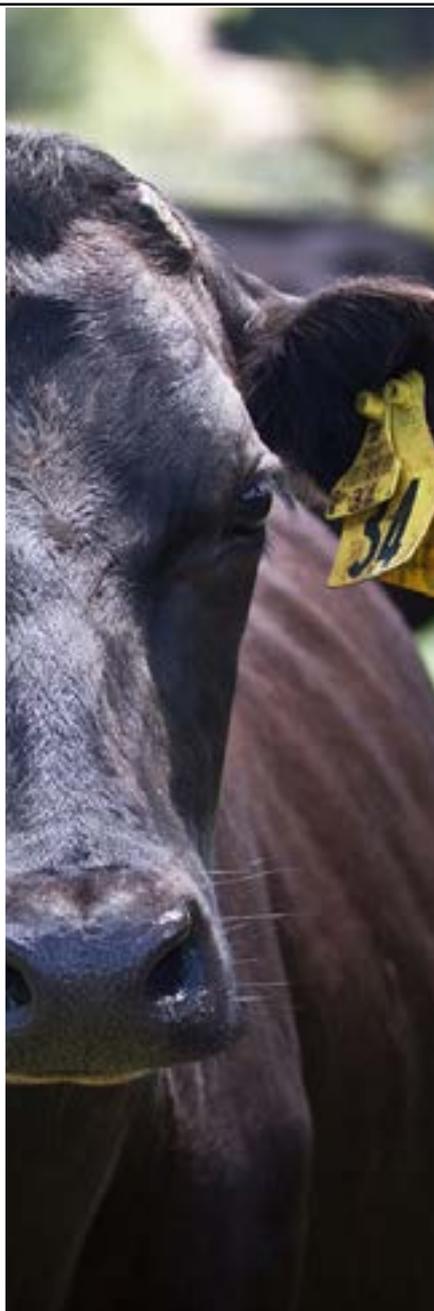


POLICY MONITORING AND RESEARCH CENTRE



ANALYSIS OF THE SECOND NATIONAL AGRICULTURAL POLICY 2016-2020

Unlocking Zambia's Potential

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ABBREVIATIONS

7NDP	Seventh National Development Plan
ATI	Agricultural Training Institutes
DOF	Department of Fisheries
FRA	Food Reserve Agency
M&E	Monitoring and Evaluation
NAP	National Agriculture Policy
PLWHA	People Living with HIV and AIDS
R&D	Research and Development
SADC	Southern African Development Community.



INTRODUCTION

The Agriculture sector is one of Zambia most important economic sectors. The sector supports the livelihood of approximately 70% of Zambians and accounts for around 10% of Gross Domestic Product (GDP). Activities in the sector are guided by a sectorial policy, the First being the 2004 – 2015 National Agricultural Policy (NAP). The First NAP 2004 – 2015 focused on improving production in the Agriculture sector. During the first NAP period, production increased significantly in all the agricultural sub-sectors as revealed in Situational Analysis, however, there was minimal improvement in productivity. The lack of investment in Research and Development (R&D), technology and weak extension services have been identified as key factors affecting productivity.

The launch of the Second National Agricultural Policy (NAP) 2016 -2020 seeks to address the challenges faced during the implementation of the First NAP. The Second NAP has shorter duration of 5 years compared to the First NAP that ran for 12 years. The shorter duration conforms to standard policy durations of 5 years, further, the reduced time periods provides for better monitoring and evaluation (M&E). The Second NAP focuses on ten strategic objectives that include objectives promoting productivity, promoting R&D, strengthening training, promoting markets (inputs and outputs), private sector participation, nutrition and food security.

REGIONAL PERSPECTIVE

The Second NAP has been launched against a backdrop of food security challenges within the SADC region. However, according to the SADC Food Security Quarterly Update in March 2017 most of the region experienced above normal rainfall especially the central and south-eastern parts. The above normal rainfall led to heavy rains which caused flooding in some parts of the region such as in **Mozambique, Botswana, Malawi, South Africa and Zimbabwe**. However, some countries within the belt had recorded below normal rainfall this was experienced in parts of **Angola, Namibia, Tanzania and Madagascar**.

FLOODING AND NORMAL RAINFALL IN PARTS OF THE AFRICAN REGION



COUNTRIES THAT RECORDED ABOVE NORMAL RAINFALL WHICH CAUSED FLOODING -

MOZAMBIQUE,
BOTSWANA,
MALAWI,
SOUTH AFRICA AND
ZIMBABWE



COUNTRIES THAT RECORDED BELOW NORMAL RAINFALL -

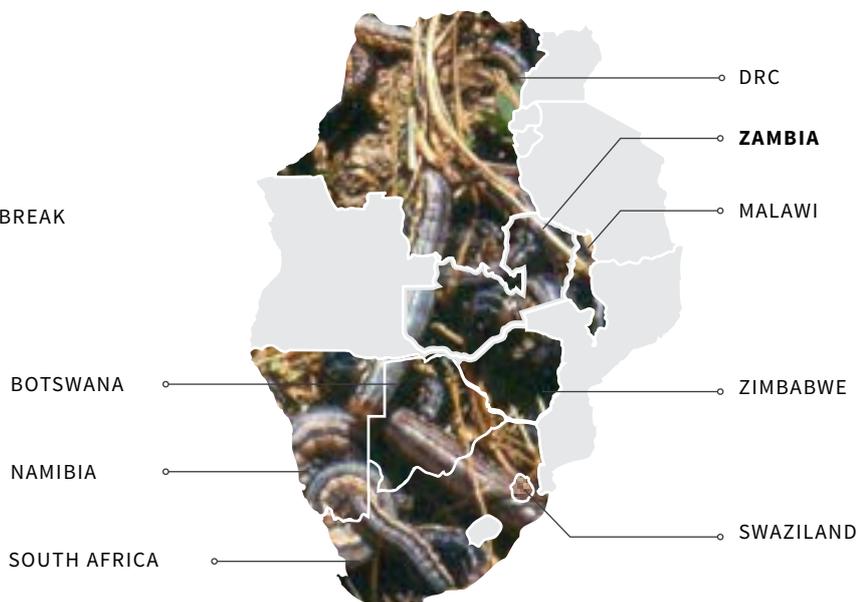
ANGOLA
NAMIBIA
TANZANIA
MADAGASCAR

The army worm outbreak affected crops including maize, the staple food, in Democratic Republic of Congo (DRC), Botswana, Malawi, Namibia, Swaziland, South Africa, Zambia and Zimbabwe. Efforts to control the pest were compromised by heavy rains experienced in some of these areas. However, the impact of the pest attack has not had a significant impact on the yields.

ARMY WORM OUTBREAK IN PARTS OF THE AFRICAN REGION



ARMY WORM OUTBREAK

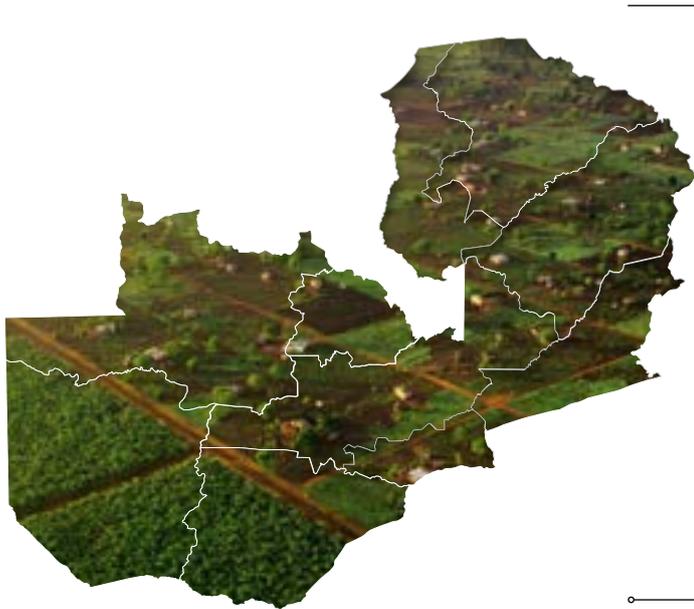


SITUATION ANALYSIS

The situational analysis provides a summary of the performance of the sub-sectors and is included in the Second NAP to provide a baseline and insight of current state of the agriculture sector.

Zambia has a **total land area of 75 million hectares**, of which **58% is classified as having medium to high potential for agriculture production**. Suitable production includes crops, fish and livestock. Currently, only **14% of agricultural land is under utilization**, **42% of this land is suitable for livestock production**. The country is estimated to receive 160 Billion cubic meters of rainfall annually, only 60 billion cubic meters is utilized while a 100 billion cubic meters is lost. Further it is estimated at only 155,912 hectares is utilized out of a potential of 2.75 million hectares.¹

LAND AREA



75 MILLION
HECTARES
TOTAL LAND AREA

LAND USAGE



58 %

IS CLASSIFIED AS HAVING
MEDIUM TO **HIGH POTENTIAL**
FOR AGRICULTURE PRODUCTION

14 %

OF AGRICULTURAL LAND IS
UNDER UTILIZATION

42 %

OF LAND IS SUITABLE FOR
LIVESTOCK PRODUCTION

1. NAP 2016 – 2020

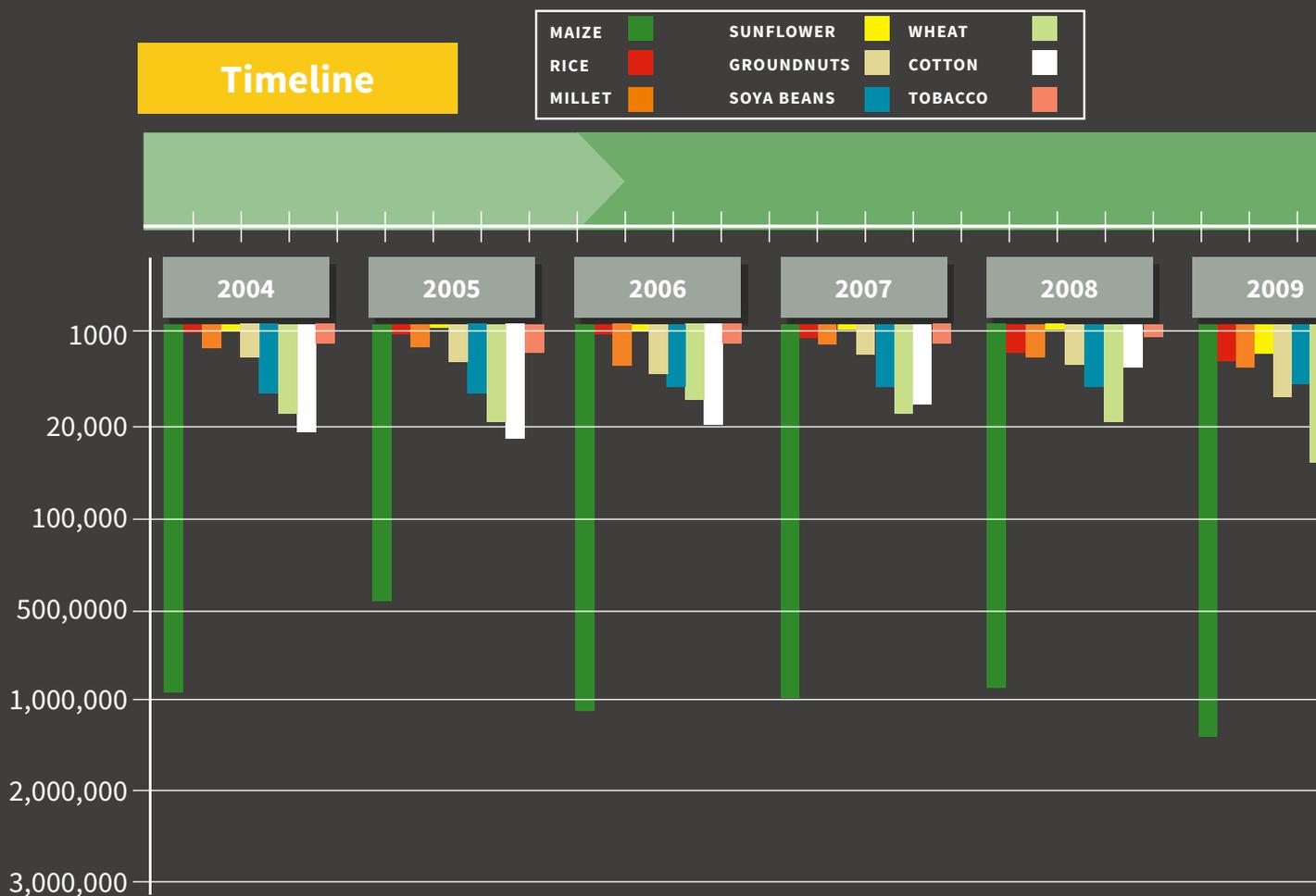
CROP PRODUCTION

Crop production has steadily risen over the years; however, productivity has remained low. The Second NAP 2016 – 2020 has attributed the low productivity to poor farming practices, weak extension services, poor research and lack of technological transfer. According to the 2016/2017 Crop Forecast Survey maize production for the 2016/2017 season was estimated to have risen to 3.6 million metric tonnes, a 25% increase from the 2015/2016 which was 2.8 million metric tonnes. The increase in production has further been undermined by the nutrition status in the country.

The importance of nutrition for the development of a nation cannot be overemphasised. According to the Global Nutrition Report of 2015, Malnutrition has the potential to threaten the world's post-2015 development ambitions. Zambia has one of the highest rates of childhood under nutrition in the world's. In 2014, stunting was reportedly 40% and wasting at 6%, alongside high levels of micronutrient deficiencies: 53% of school aged children are deficient in vitamin A, while 46% have iron deficiency anaemia (Zambia Demographic Health Survey, 2014).

Furthermore, Zambia has been unable to convert the gains from agricultural production into economic benefit. The contribution of Agriculture to overall GDP remains relatively low.

Figure 1: Crop Production 2004-2016 (Metric Tonnes)



YEARS	MAIZE	RICE	MILLET	SUNFLOWER	GROUNDNUTS	SOYA BEANS	WHEAT	COTTON	TOBACCO
2015	2,618,221	25,514	31,967	34,726	111,429	226,323	214,229	103,889	19,811
2014	3,350,671	49,640	30,504	34,264	143,591	214,179	201,504	120,314	26,105
2013	2,532,800	44,747	23,942	33,733	106,792	261,063	273,584	139,583	21,195
2012	2,832,687	45,321	28,446	20,468	113,026	203,038	253,522	269,502	24,250
2011	3,020,380	49,410	41,602	43,908	278,775	116,539	237,332	131,299	27,146
2010	2,795,483	51,656	47,994	26,417	163,733	111,887	171,274	72,482	22,074
2009	1,887,010	41,929	48,967	33,653	120,564	118,794	195,456	87,018	18,487
2008	1,211,566	24,023	33,934	12,662	70,527	56,839	113,242	71,820	12,500
2007	1,366,158	18,317	21,707	8,953	55,215	55,194	115,843	54,886	15,562
2006	1,424,439	13,964	48,159	15,003	84,010	57,815	93,482	118,425	14,685
2005	866,187	13,337	29,583	8112	74,218	89,660	136,833	155,213	23,211
2004	1,213,202	11,699	39,784	13,857	69,696	54,687	82,585	144,307	14,608

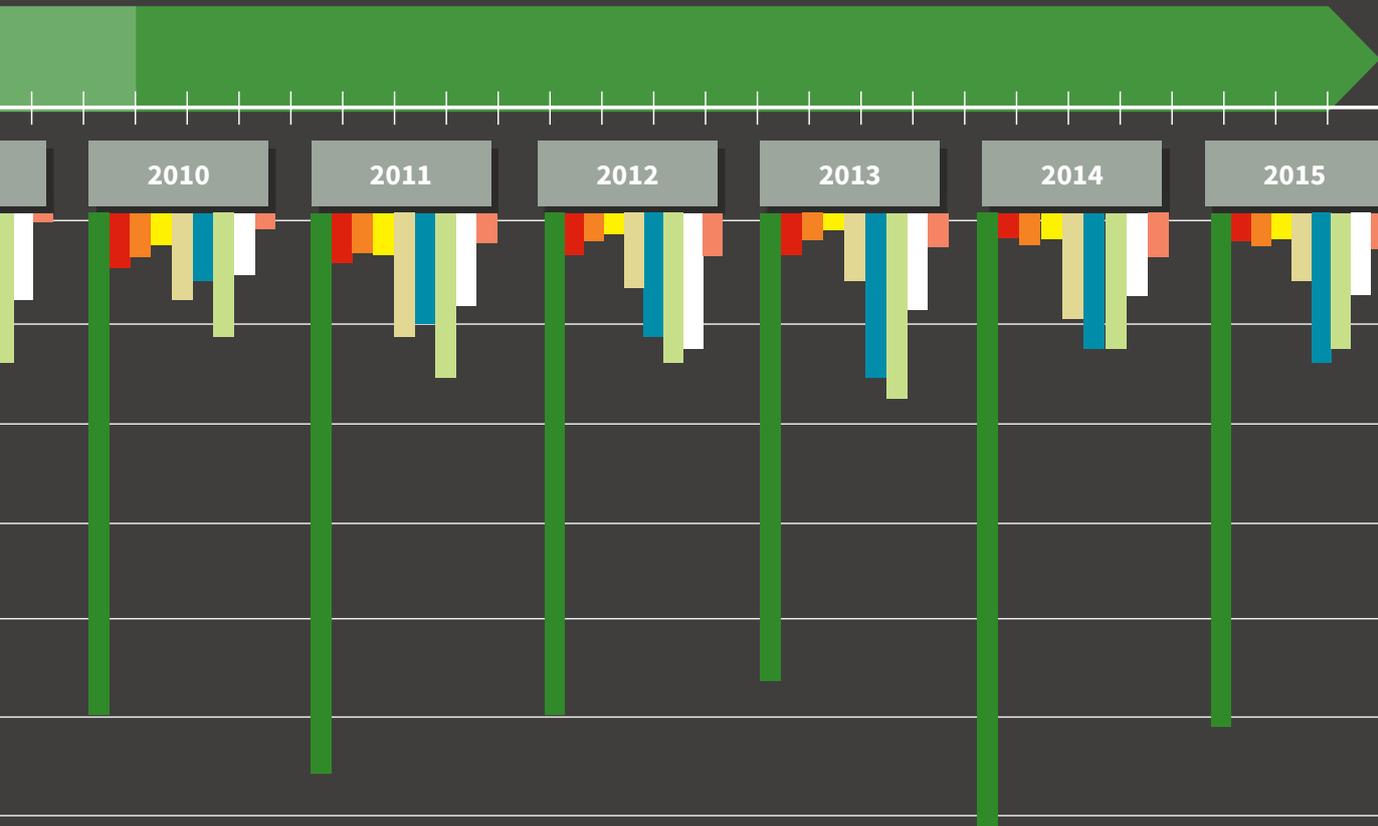
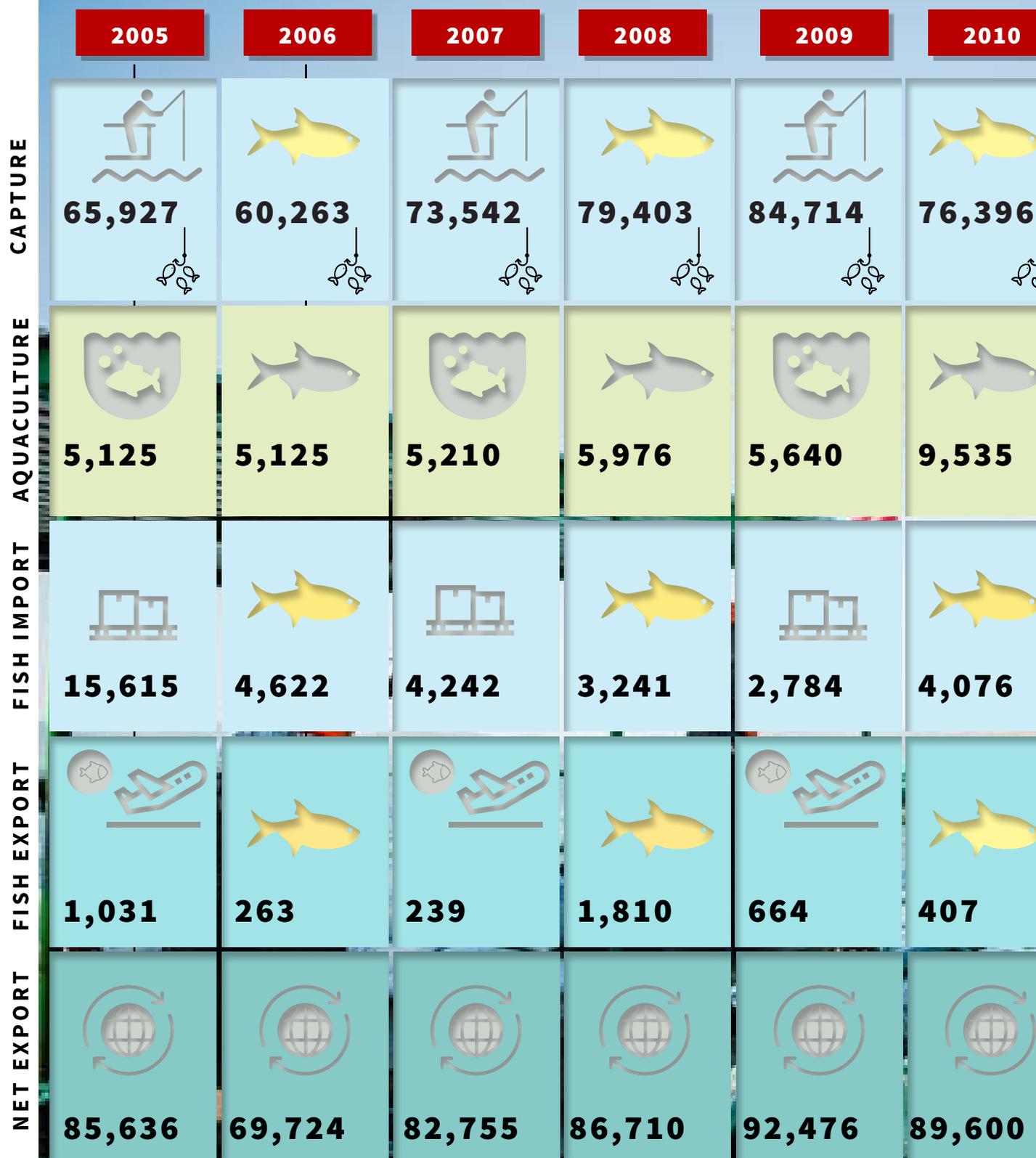
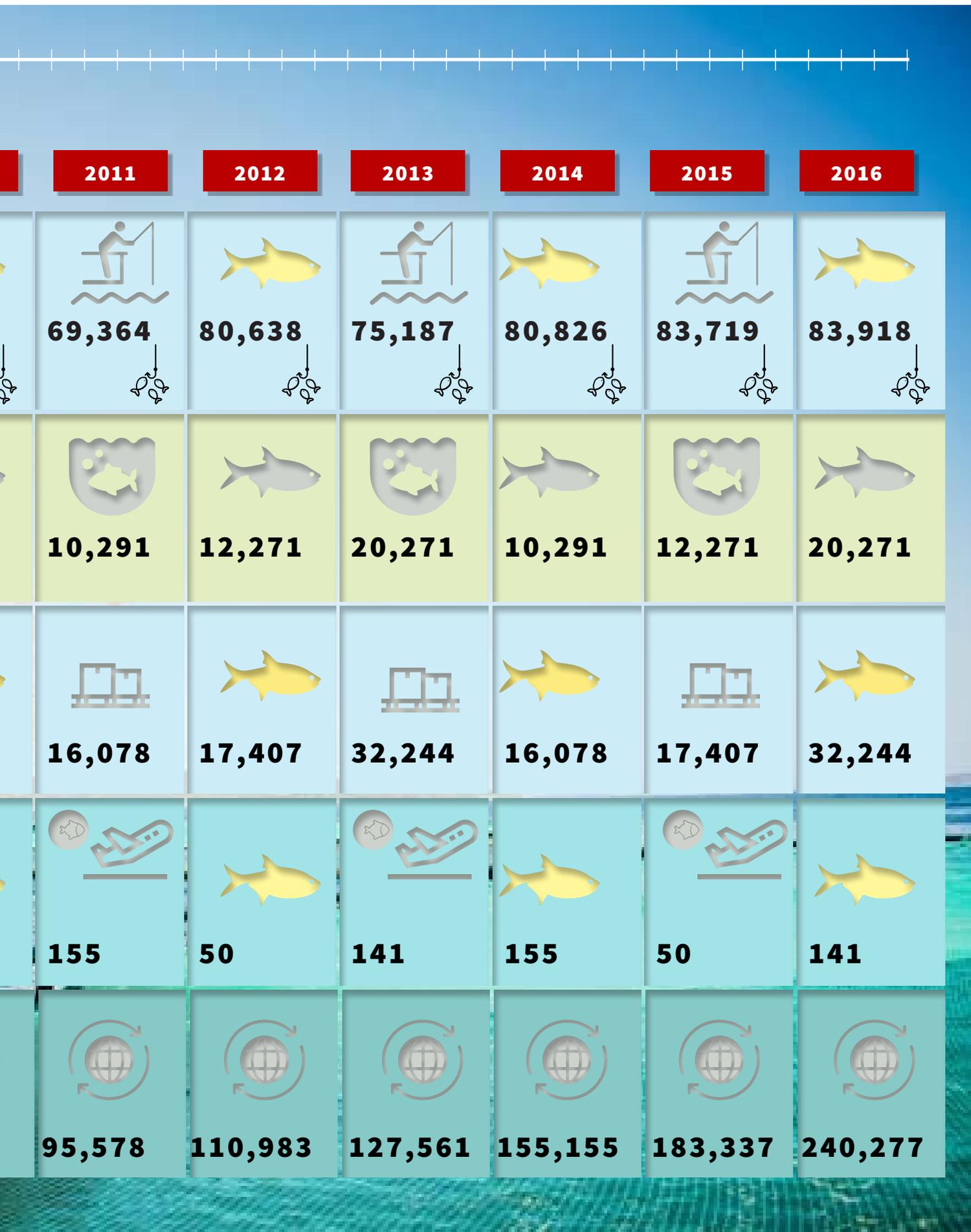


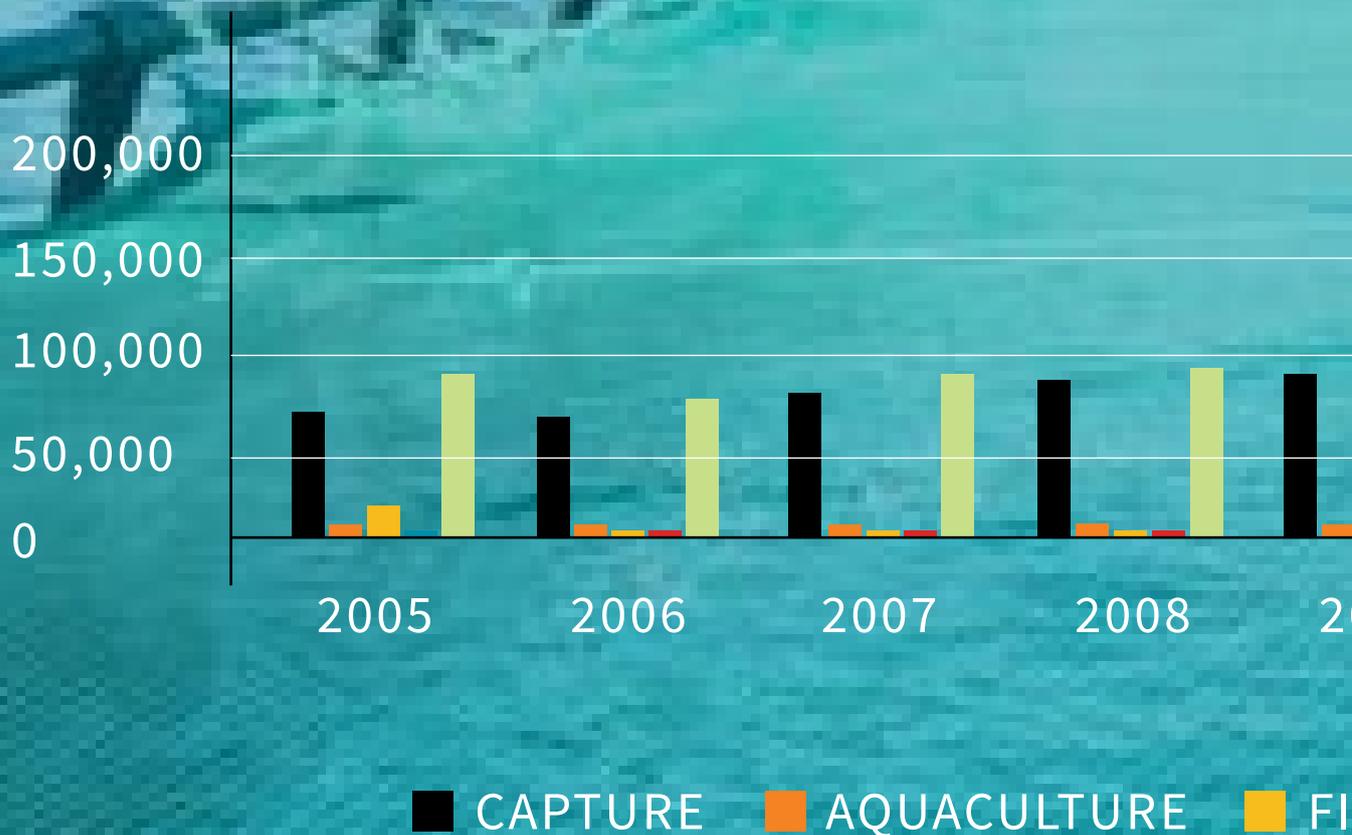
FIGURE 2 FISHERIES SUB-SECTOR





FISH PRODUCTION BY CATEGORY

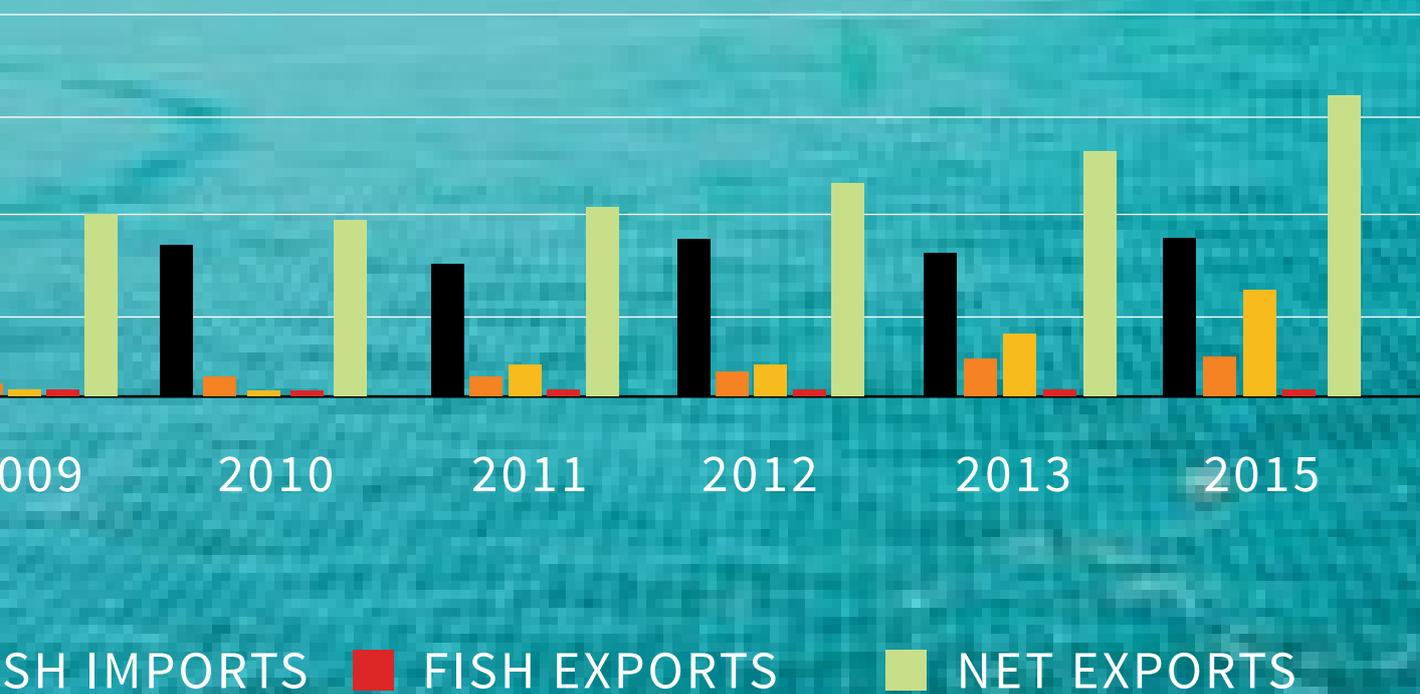
Figure 3: Fish Production



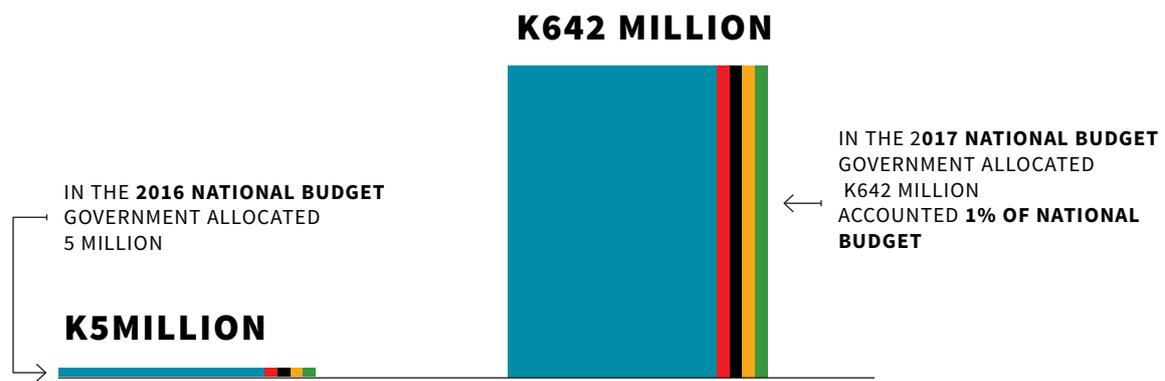
Approximately, 300,000 people derive their livelihood directly from fishing. Hence, the fisheries sub-sector has potential to be a conduit used to eradicate poverty as most of these individual reside near the water bodies that are located in the rural and peri-urban area.

The fisheries sector remains one of the underexploited sectors in Zambia. The sector has potential for creating employment and ensuring food security. Both Capture and Aquaculture production have steadily risen over the last decade as is evidenced in Figure 3. Improvements to the quality of fish have also been recorded with the weight of fish caught in natural bodies marginally increasing by 0.24% (DOF, 2017).

The sector has also recorded an exponential increase in imports. **Imports have risen from 32,244 MT in 2013 to 126,345MT in 2016.** However, the Department of Fisheries (DOF) disputes the destination of the imports. DOF states that 99% of the fresh sea fish that lands in Zambia ends up in the DR Congo through informal trade at Kasumba Lesa border post shared between Zambia and DR Congo (ibid).



The sector received a boost with the creation of a stand alone Ministry of Fisheries and Livestock in 2015. Government further allocated **K5 million in the 2016 National Budget towards the Fisheries Development Fund**. However, the subsector still faces a number of challenges that have been identified in the Second NAP. These include; overfishing, unsustainable fishing methods, limited technical support and limited finances (*In 2017 the sector was allocated K642 million which accounted for just 1% of the National Budget*).



LIVESTOCK SUB-SECTOR

Table 1: Livestock and Poultry Production 2008-2014

YEAR	CATTLE	GOATS	SHEEP	PIGS	POULTRY
2014	4,319,277	3,538,785	115,338	1,533,402	146,055,266
2013	4,026,658	3,023,585	101,456	1,098,951	122,605,273
2012	3,932,269	1,839,650	95,473	910,568	86,745,351
2011	3,837,880	2,067,858	91,490	832,685	78,585,623
2010	3,038,000	1,380,100	88,507	700,802	75,928,130
2009	2,315,327	758,501	83,524	655,919	74,700,661
2008	2,457,563	746,143	80,541	583,063	73,290,635

The Second NAP sets out ten objectives to improve the state of agriculture in Zambia, these objectives have been set on guidelines that the Government will be a facilitator of a private led agriculture sector. The principals are also set on ensuring profitability and competitiveness and the promotion of agriculture as a business. The principles are also set on recognizing the importance of cooperatives as a vehicle for growth in the sector.

OBJECTIVE 1:

To Increase Agricultural Production and Productivity



The first objective of the Second NAP is to increase agriculture production and productivity and focuses on promoting improved seed, efficient use of fertilizers and agro-chemicals, efficient water resources usage and promotion of mechanisation.

Selected specific intervention for crops include;

- Seed production and multiplication programmes leading to the production of 160,000 MT of various grain seed and 10,000,000 of cassava cuttings annually.

- Construction of 20 small holder low cost communal irrigation schemes and dams to be constructed by 2018.

Selected specific intervention for Livestock include;

- Establishment and operationalization of 14 livestock breeding centres (Livestock Production Centres).
- Construction of 600 dip tanks by the end of 2018.

Selected specific intervention for Fisheries include;

- Stocking and restocking of natural water bodies, ponds and dams with fish. Stocking of 6000 ponds and 700 dams and weirs with fish by 2018.
- Promotion of access to fish seed by the establishment of 16 fish hatcheries in 2017 and the construction of 109 community fish seed production centres by 2018.

OBJECTIVE 2:

To increase the effectiveness and efficiency in Agricultural Research and Development.



The second objective of the NAP is to promote research and development in the agriculture sector. The focus is on promoting alternative source of funding for research. There is also focus on strengthening institutional and human capacity to undertake appropriate research.

Specific measures to improve effectiveness and efficiency in Agricultural Research and Development include:

- Establishment and operationalization of a competitive grant scheme (financing) for agricultural research.
- Rehabilitation of nine (9) existing research facilities.
- Redefining of the boundaries of the three agro-ecological region to promote adaptive research.

OBJECTIVE 3:

To strengthen the capacities of Agricultural Training Institutions (ATI)



The third objective focuses on strengthening the capacities of ATIs. Strategies under this objective include the establishment and rehabilitation of existing infrastructure. Improvements to staffing levels, training equipment and material have also been targeted. The curricula of ATI's have also been targeted for improvements to adapt it to the

sectors needs and to ensure the inclusion of climate change, agricultural extension and food nutrition components.

Specific interventions include;

- Recruitment of fifty (50) training officers by the end of 2018.
- Provision of in-service training for fifty (50) staff every year.
- Construction of new infrastructure in ten (10) ATIs.
- Revision of ten (10) ATIs' curricula by 2018 to suit market and industry needs.

OBJECTIVE 4:

To improve the efficiency of Agricultural Markets for inputs and outputs.



The fourth objective focuses on promoting private sector participation in agricultural markets for inputs and outputs. There is also focus on promoting access to agricultural market information, this is an important aspect of helping small scale farmers make key decisions. New fisheries marketing systems as well as crops and livestock have also been targeted for promotion under this objective. Finally, there is focus on the construction and maintenance of appropriate agricultural marketing infrastructure to ensure that this infrastructure is more climate resilient.

Specific interventions under this objective include;

- Review of the Cooperatives Society Act by the end of 2017.
- Operationalization of the Agricultural Marketing Bill by the end of 2017.
- Completion of a base-line survey on status of 4,000 cooperatives and the establishment of a data base on their

status by the end of 2017.

- Completion of cooperative training and education of 6,000 cooperative Boards by the end of 2017.
- Production and dissemination of 600,000 outreach materials on the cooperative recapitalization fund. This will also include 65 TV and radio programmes to be produced and broadcast by 2020.

OBJECTIVE 5:

To promote availability of and accessibility to finance credit facilities and insurance



The fifth objective focuses on the provision of credit facilities and insurance in the agriculture sector. The objective is to promote broad based small-holder credit and financial delivery systems through the establishment of Savings & Credit Cooperatives and to engage in the training of farmers on the use of village/rural banking service. Further, the promotion of a warehouse receipt system has been targeted through the establishment of a warehouse licensing authority. Finally, agricultural insurance has been earmarked for promotion as it has been identified as key to agricultural production.

Specific objectives under this objective include;

- Establishment of 106 Savings and Credit Cooperatives (SACCOs) by the end of 2017
- Completion of training and sensitization of 250,000 farmers in village/rural banking services by the end of 2018
- Establishment of a Warehouse Licensing Authority to ensure that the Warehouse Licensing system are established by the end of 2016
- Completion of sensitization trainings of 250,000 farmers on credit repayment by the end of 2018

OBJECTIVE 6:

To increase private sector participation in agricultural development

The main focus of this objective is to strengthen the legal and regulatory framework



that guided the agriculture sector while also strengthening agricultural information management systems and dissemination among all stakeholders in the sector. The focus of this objective will also extend to promoting the development of agricultural farm blocks.

Specific interventions to ensure that objective 6 is met include;

- Formulation of new legislation such as the Agricultural Marketing Act, Livestock Development Act and Regulations for the Dairy Development Act to be completed by 2017.
- Ensure the review and amendment of the Plant Breeder's Rights Act, Cooperative Society Act, Fisheries Act, Fertilizer and Feed Act, Food Reserve Act and Agriculture Land act by the end of 2017.
- Establishment of 10 agricultural marketing information across the country by the end of 2018.
- Commencement of 5 annual review and planning meetings with stakeholders conducted at the end of the first quarter of each year until 2020.
- Development of two agricultural farm blocks by the end of 2018.

OBJECTIVE 7:

To improve food and nutrition security



The main focus of this objective is to improve food and nutrition security through the promotion and diversification of agricultural production and utilization. This will be done by conducting training in food processing and preservation and promoting access to bio-fortified seed or vines for the production nutrient enhanced varieties. On-farm agro-processing, value addition, preservation and utilization of nutrient rich food will also be promoted.

Specific interventions to achieve this objective include;

- Completion of 115 trainings in food processing and nutrition.
- Establishment of market for specific agricultural commodities. These are to include three (3) foreign markets and 106 domestic markets to be established by 2020.
- Promotion of the cultivation and utilization of crops other than maize such as rice, soya beans, ground nuts. This will be done to improve crop diversification and improve the improve Crop Diversification Index.
- Completion of 50 training programmes in agro-processing, value addition and on-farm storage to be conducted annually.
- Rehabilitation of two (2) silos for 100,000Mt by 2016 and the construction of six (6) silos with total capacity of 50,000Mt by 2018, 106 cooperative storage sheds constructed by 2020.

OBJECTIVE 8:

To promote sustainable use and management of natural resources



The eighth objective is to ensure the sustainable use and management of natural resources across the agriculture sector. This will include promoting sustainable fishing methods and appropriate technologies for sustainable utilization of fisheries resources. This will also be extended to promoting sustainable land management technologies including conservation agriculture and appropriate stock densities for fisheries. Forestry will also be covered through the promotion of afforestation. The use of renewable energy resources will be promoted by encouraging energy efficient technologies in agricultural production and processing.

Specific interventions in order to achieve this objective include;

- Annual Training of 78,750 farmers in conservation agriculture methods.
- Establishment of three bio-diversity conservation centres by the end 2018.
- Establishment of nine (9) fisheries co-management committees to operate in the nine (9) fishery areas established by 2018.
- Execution of 520 training on sustainable fishing methods to be completed by the end of 2018.
- Design and promotion of three (3) types of fishing gear to be used in Itezhi-Tezhi, Lower Zambezi and other in - shore fisheries. The activity is expected to be completed by 2018.

OBJECTIVE 9:

To mainstream environment and Climate Change in the Agriculture sector



The ninth objective focuses on mainstreaming environment and climate change in the agriculture sector. This will entail the strengthening of camps/districts/provinces to enable them to collect, process and transmit early warning information. Further, efforts will be made to promote and strengthen agricultural production methods that are resilient to climate change as well as promote awareness on Climate Change adaptation. Finally, Climate Change adaptation measures will be integrated into all plans and programmes.

Specific interventions to achieve this objective include;

- Strengthening capacity at camp, district & provincial levels to regularly collect, process and transmit early warning information.
- Building local and national institutional capacity to carry out Climate Change risk assessments.
- Conducting 12 annual awareness campaigns on climate change mitigation and adaptation.
- Annual Training 200 of the district level and extension staff in early warning systems this will include surveillance, data collection and reporting. These trainings will cover 40 districts covered annually.
- Establishment of a National Early Warning Call Centre by the end of 2018.
- Develop a country wide information management system Develop a country wide information management system by 2020.

- Train stakeholders in climate change risk assessment 100 professionals trained in climate change risk assessment by 2018

OBJECTIVE 10:

To promote the mainstreaming of Gender, HIV&AIDS and governance issues in agriculture.



The final objective focuses on mainstreaming cross cutting issues such as Gender, HIV&AIDS and governance issues. The strategies include promoting gender mainstreaming training, knowledge and skills in the agriculture sector. Other strategies include facilitating the coordination of gender mainstreaming in the agriculture sector with other stakeholders and strengthening the integration of gender issues at all levels of agricultural development in line with national, regional and International agreements. Further, the strategies will focus on strengthening HIV and AIDS prevention activities among stakeholders in the agriculture sector and promoting agricultural technologies that mitigate the impact of HIV and AIDS. Finally, focus will also be on promoting good governance, transparency and accountability in the agriculture sector.

Specific interventions to achieve this objective include;

- Developing of operational guidelines and procedures to facilitate increased access by women and youth to agricultural services, credit and leadership roles in farmer organizations by the end of 2018.
- Dissemination of two technologies to ease the drudgery of work on Persons Living with HIV and AIDS (PLWHA) by the end of 2020.

PMRC ANALYSIS

The Second NAP covers broadly in its objectives key areas that are important in realising the potential of Zambia's agriculture sector. The areas identified include the need for capacity building, access to markets and finance, and sustainable production processes. These areas are in line with Zambia's medium to long term aspirations that are expressed in the Seventh National Development Plan (7NDP) 2017- 2021. The 7NDP aspires to create decent, productive jobs and increased income through climate smart and organic agriculture, sustainable forestry, sustainable construction and small-scale mining sectors.

PMRC believes that the new agriculture policy is timely especially that it will be implemented in line with the recently launched Seventh National Development Plan (7NDP), which was also used to inform the policy. PMRC calls on all implementing institutions and stakeholders to implement the policy in view of the fact that the country is in the process of diversifying from mining to agriculture. The agriculture potential in the country needs to be harnessed if we are to reap the benefits thereof. To this effect, this policy provides a stepping stone through which this will be realised.

However, the Second NAP also has shortcomings, the policy has been jointly prepared by the Ministry of Fisheries and Livestock and the Ministry of Agriculture, specific interventions in the Second NAP indicate that the crop subsector overshadows the fisheries subsector. The new Ministry of Fisheries and Livestock was created in 2015 with a drive to improve the status of both capture fisheries and aquaculture. The concept of aquaculture is relatively new and the subsector is still in its infancy, on the other hand Zambia has been involved in both crop farming and livestock production for a long time and has vast experience in the management of both of these sub-sectors. Hence, the fisheries sub sector requires a stand alone policy that will address challenges with the subsector and develop strategies to optimize opportunities.

The Second NAP under objective number four (4) seeks to improve the efficiency of agricultural markets for inputs and outputs. However, output markets have been a challenge especially with regards to the crop output market. The price setting of maize crop has posed challenges as governments participation in the market tended to distort end user prices. The government through the Food Reserve Agency (FRA) purchases grain for strategic reserves and annually sets a price at which it purchases the grain from farmers. The government is a large player in the market and this act usually sets the price for other players within the market. Hence, the Second NAP should have included plans to de-regulate output markets and allow for purchases of output to be set by the market. This would improve the competitiveness of the Zambian agricultural output.

RECOMMENDATIONS

1. PMRC urges the Government to consider laying out measures to deregulate the output marketing through the Second NAP. This will make the sector more efficient and save public resources used to cushion the effects of market distortions. These measures should ultimately lead to full de-regulation of the maize market, save government resources and enhance production in the sub sectors of agriculture such as livestock and fisheries whose potential remains untapped and demand unmet by local producers.
2. PMRC further urges the Government to develop a stand alone policy for the fisheries subsector. This policy will ensure that the unique challenges that the sector faces are addressed. The policy will also ensure that sector's economic potential is fully realized.
3. Government should incorporate the aspect of the Blue Economy in the NAP, as it has a bearing on the agriculture sector especially fisheries.
4. The lack of investment in Research and Development (R&D), technology and weak extension services were identified as key factors affecting productivity. These are areas that must be given priority in the implementation of this new policy.
5. PMRC, under its Monitoring and Evaluation mandate is committed to monitor the various interventions and programmes under the policy in collaboration with other stakeholders in ensuring that the full potential of the sector is realised.

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