# **REPORT**



STANDING COMMITTEE ON AGRICULTURE, ENVIRONMENT AND NATURAL RESOURCES ON ITS FOLLOW UP OVERSIGHT VISITS TO GREEN SCHEME IRRIGATION PROJECTS IN KAVANGO EAST AND KAVANGO WEST REGIONS

**30 AUGUST 2022 - 2 SEPTEMBER 2022** 

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# MEMBER DELEGATION

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- 2. Hon Elder Filipe Vice Chairperson
- 3. Hon !Haoseb J Kennedy MP
- 4. Hon Gaoseb Richard MP
- 5. Hon Mbangu Paulus MP
- 6. Hon Motinga Nicodemus MP

#### **SECRETARIAT**

- 1. Mr Norbert Uuyuni Parliamentary Clerk
- 2. Mr. Sakeus Iikela Information Officer

## **LIST OF ABBREVIATIONS**

MOF Ministry of Finance

**HPPI** Harambee Prosperity Plan 1

NAB Namibia Agronomic Board

AMTA Agro-Marketing and Trade Agency

NORED Northern Regional Electricity Distributor

MAWLR Ministry of Agriculture, Water and Land Reform

NAMSIP Namibia Agriculture Mechanizations and Seed Improvement Programme

HACCIADEP Harambee Comprehensively Coordinated Integrated Development Programme

#### 1. INTRODUCTION

In terms of Rule 159 (1) of the National Council Standing Rules and Orders (as amended), the Standing Committee on Agriculture, Environment and Natural Resources is mandated "to deal with questions falling within the ambit of Offices, Ministries, Agencies and Public Enterprises dealing with agriculture, land, water, environment, forestry, tourism, mines, energy, and marine resources." This will include to:

- a) promote adequate food security;
- b) inquire into matters that may affect the natural resources;
- c) promote sustainable utilization of natural resources;
- d) promote the protection and conservation of the environment;
- e) promote a fair distribution of farming land and productive utilization thereof;
- f) monitor budget the implementation of Offices, Ministries and Agencies (OMAs) falling within the Standing Committee's ambit;
- g) monitor the implementation of the decentralization process on matters falling within the ambit of the Standing Committee; and
- h) Perform any other function as may be referred to by the Council.

In line with the mandate of the National Council and its strategic vision and mission for the period 2017 to 2022, the National Council has identified 'Good Governance' as one of its strategic themes upon which the strategic objective of "increased oversight role" is anchored. In pursuit of this strategic objective, the National Council is committed oversee government programmes and projects in order to assess and determine their impact in achieving prosperity for all.

Accordingly, the National Council Standing Committee on Agriculture, Environment and Natural Resources summoned the Deputy Director of the Ministry of Agriculture, Water and Land Reform on 15 August 2022 to brief the Committee on the operations and management of the Government owned green schemes and how they are contributing to the improvement of food security and nutrition in Namibia. In addition, the Ministry was called to brief the Committee on the progress made with regards to the implementation of the recommendations made by the then National Council Committee on Urban and Rural Development which visited Shadikongoro, Ndonga

Linena, Sikondo, Musese and Mashare Green Scheme Irrigation Projects from 23 February 2020 to 6 March 2020.

The oversight visit conducted from 30 August 2022 to 02 September 2022 was therefore meant to follow up and assess the progress made at the green schemes in terms of food production since the last visit.

#### 2. PURPOSE OF THE VISIT

The Standing Committee follow-up visits were aimed at:

- 2.1 Assessing the level of food production and its effects on citizens, social, and economic ability to access sufficient nutritious food that meets their dietary needs and food preferences;
- 2.2 Examining the extent to which the recommendations contained in the report of the previous Standing Committee on Urban and Rural Development oversight visit of 22 February to 6 March 2020 were implemented; and finally to,
- 2.3 Familiarize the Standing Committee with the successes and challenges of the Green Schemes Irrigation Projects with regard to improving food security both at household and national levels.

Initially, the Committee's programme included visits to the Zambezi region as well as Kavango East and Kavango West. The visit to the Zambezi region could however not be under taken following changes which were made by the leadership of the region.

#### 3. METHODOLOGY

The follow up visits to selected Green Scheme Irrigation Projects started with a briefing meeting on 15 August 2022 with the Deputy Director of the Ministry of Agriculture, Water and Land Reform. The purpose was to brief the Committee on the progress made with regards to the implementation of recommendations contained in the report of the previous National Council Standing Committee on Urban and Rural Development. During the oversight visit, the Committee paid a courtesy call to the Regional Governors, traditional leaders, and small-scale farmers, where possible. The Committee then held meetings with farm managers of the concerned

Green Scheme Irrigation Projects who provided the overview and scope of their operations including the challenges and opportunities. Quick fire questions were used to trigger responses from participants, and a pencil and paper technique was used to record data. Finally, the Committee toured some of the projects to inspect the infrastructure, farming equipment's and planted fields.

# 4. PRESENTATION ON THE OPERATIONS AND MANAGEMENT OF GREEN SCHEME IRRIGATION PROJECTS

The Ministry of Agriculture, Water and Land Reform (MAWLR) was represented by Mr. Felix Ndinamwene, Deputy Director, and Engineering Services. He informed the Committee that the Executive Director was unable to attend the briefing session due to other equally pre-scheduled engagement within the ministry.

#### 4.1 Background

The National Council Standing Committee on Urban and Rural Development conducted an oversight visit to Green Scheme Irrigation projects from 23<sup>rd</sup> February 2020 to 6<sup>th</sup> March 2020. The purpose was to assess progress of the Green Scheme Irrigation Projects as well as to establish whether they were yielding the intended results in respect of food security in the country and provide feedback on Committee recommendations.

The National Council's Standing Committee on Agriculture, Environment and Natural Resources invited the Ministry of Agriculture Water and Land Reform to brief the Committee on the operations and management of the Green Scheme Irrigation Projects and to provide feedback on the implementation of the recommendations by the previous Committee.

#### 4.2 Introduction

Agriculture supports 70% of the population, both directly and indirectly, and contributes on average 5.8% to the Growth Domestic Product (GDP). Agriculture is also one of the sectors that recorded real growth during the COVID-19 pandemic period. At independence, Namibia inherited food value chains which were deliberately linked to the Republic of South Africa. As such, food produced in Namibia is taken to South Africa for packaging and comes back in a South African label.

On the other hand, the flooding of South African produce on the market also undermines the Namibian local produce. After independence, the country took a drastic strategy to invest both in livestock and crop production. Addressing agriculture value chains through seeking market access for both livestock, crop production and horticulture has since been given attention. This may be observed from the number of abattoirs, Green Scheme Irrigation Projects, Strategic Food Reserves, Fresh Produce Hubs and the Namibia Agriculture Mechanizations and Seed Improvement Programme (NAMSIP) interventions among others. Besides the Namibian agriculture policy, various policies are in place to ensure the implementation of government of food and nutrition security related interventions are achieved.

These include the Harambee Prosperity Plan I (HPPI), the Green Scheme Policy, the Harambee Comprehensively Coordinated Integrated Agricultural Development Programme (HACCIADEP), and the Food and Nutrition Security Policy and Strategy amongst others and they are all aimed achieving the goals of Vision 2030. HACCIADEP highlights key schemes towards agriculture industrialization such as mechanization, seed systems improvement (as covered by NAMSIP) beef value chain, dairy value chain, small stock value chain, and poultry value chain, cereal value chain and horticulture value chain.

However, only some value chains are implemented though underfunded while others are yet to be implemented due to budgetary constraints. Despite such considerable investments over the years, the benefits of Green Schemes Projects in Namibia remain highly disputed. Various studies suggest that many developments have failed to achieve the intended goals of improving agricultural productivity and rural livelihoods, with evidence of considerable and increasing yield gaps due to schemes deterioration post-construction.

Diverse explanations have been put forward to explain these failures. Therefore, the presentation focused on the implementation of various recommendations, including recommendations made by the National Council to revive the Green Schemes Irrigation Projects.

## 4.3 Status of the Green Scheme Projects

There are eleven (11) government Green Scheme Irrigation Projects country wide. Of these, eight (8) were operated under the direct management of the Agricultural Business Development Agency (AGRIBUSDEV), while three (3) are leased out to private entities. Due to financial challenges and poor management, currently most of the Green Schemes Irrigation Projects are not operational. However, at least a combined 200 hectares of wheat has been put under production at both Shadikongoro and Sikondo Green Scheme Projects for this winter (June to July 2022)

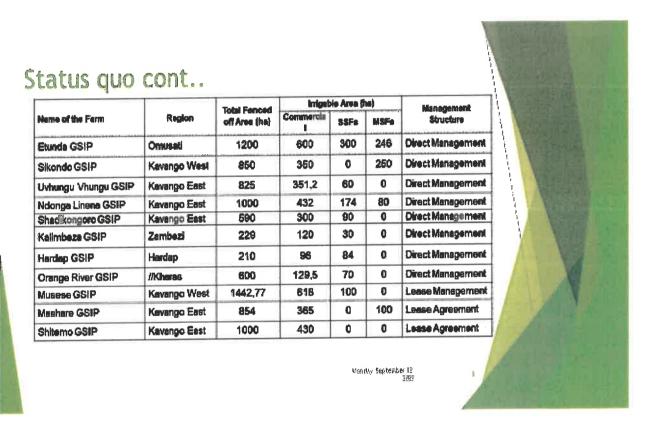


Table 1: The table above illustrate status quo of the Green Scheme Projects in Namibia

# 4.4 Feedback on the Implementation of Previous Recommendations

The following section is an outline of the recommendations by the previous Committee and brief feedback with regards to the implementation of such recommendations by the Ministry.

It was recommended that:

**Recommendation 1:** The Ministry of Agriculture, Water and Land Reform (MAWLR) considers installing solar power plants to ease the electricity bill at the Green Schemes.

Feedback: A 190 Kw solar plant was installed at Kalimbeza National Rice Project at a tune of N\$ 2.5 million and this on average drastically reduced electricity consumption from N\$ 150 000.00 to N\$ 5 000.00 per month. MAWLR is therefore planning to install solar plants at Sikondo, Shadikongoro and Etunda for the coming FY 2023/24.

Recommendation 2: The Ministry of Agriculture, Water and Land Reform in consultation with Namwater, Northern Regional Electricity Distributor (NORED) and Nampower, revise its billing tariffs and formulate new tariffs for Government food producing projects.

**Feedback:** Several consultations with NORED were made and charges on installed demand have since been removed. However, high electricity costs continued threatening the sustainability of the Green Schemes. The only way out is for MAWLR to go solar on all Green Schemes.

**Recommendation 3:** The Ministry of Finance considers relaxing Procurement Requirements of agricultural inputs that is needed timeously:

**Feedback:** The current Procurement Act through Section 33 makes provision for procurement of goods through the emergency procurement process. However, the MAWLR has started engaging the Ministry of Finance (MoF) regarding exemption for procuring agricultural inputs as it has done with the leasing of the Green Schemes.

**Recommendation 4:** The Ministry of Finance revisits requirements in procuring the farm implements to consider local and regional suppliers, before considering international suppliers.

**Feedback:** The procurement process does consider local and regional suppliers. However, there were instances where local suppliers monopolized the system to the point where maintenance became unsustainable. Other examples relates to the funder such as the African Development Bank determining the extent of the procurement process to be locally or internationally.

**Recommendation 5:** The Namibia Agronomic Board (NAB) and the Agro-Marketing and Trade Agency (AMTA) to reinforce grain import restrictions when local grain and produce are readily available.

**Feedback:** NAB is already implementing this strategy by closing the borders for the import of cereal and certain horticultural products when there is sufficient local supply.

Recommendation 6: MAWLR to consult AgriBusDev in procuring of farm implements:

**Feedback:** The AgriBusDev and Projects Management are consulted on the specifications of the required farm implements.

**Recommendation 7:** The Ministry of Agriculture Water and Land Reform and the Ministry of State-Owned Enterprise to investigate the sustainability of AgriBusDev.

**Feedback:** Cabinet has directed that AgriBusDev be dissolved, and the Green Scheme be leased out to private entities.

# 4.5 General Challenges

- 4.5.1 High production costs (Electricity, inputs, wage bill, maintenance)
- 4.5.2 Lack of access to markets (hugely affecting SSFs & MSFs)

#### 4.6 Way Forward

- 4.6.1 MAWLR currently implementing the Cabinet Decision that approved the dissolution of AgriBusDev as operator of the Green Scheme projects in the country.
- 4.6.2 Furthermore, MAWLR has placed an advert in the newspaper to lease out both the Brown and Green Scheme Projects.

Brown Schemes to be leased out (Not Developed)	Green Schemes to be leased out
Neckartal Irrigation Project	Orange River Irrigation Project (ORIP)
Tandjieskoppe Irrigation Project	Uvhungu-vhungu Irrigation Project
Zone Irrigation Project	Ndonga Linena Irrigation Project
Katima Farm-Liselo Irrigation Project	Uvhungu-vhungu Dairy Project

Table 2: Developed and Not-developed Schemes

For the Dairy Projects in Rundu and Hardap Scheme, MAWLR has secured an investor. Meanwhile the advert for the Brown Fields was still running at the time of presentation. The remainder of the projects such as Etunda, Sikondo, Shadikongoro and Kalimbeza will for now remain under MAWLR management.

#### 4.7 Conclusion

The Ministry of Agriculture, Water and Land Reform (MAWLR) intends to complete the implementation of the Cabinet Decision by the end of the year, December 2022. The Ministry has also committed to continue implementing recommendations from various stakeholders specifically on the issues of electricity and market access. Furthermore, the Ministry plans to plant all the Green Schemes during the next summer and the preparations were noted to be underway.

#### 5 FINDINGS AND DISCUSSIONS

# 5.1 Committee meeting with Kavango West Regional Governor

During the courtesy meeting with the Governor of Kavango West region, Honourable Sirrika Ausiku, informed the delegation that production at Musese came to a standstill as the project was previously managed from Windhoek. The region was grateful of the Government decision to invest into Green Scheme Projects; however, they are of the opinion that Green Scheme projects operated by AgriBusDev were not doing well compared to those managed by private entities.

The Committee was further informed that the regional leadership intervened and without the blessing of the line ministry (MAWLR), appointed a consultant to introduce a new turn-around short-term strategy until a suitable investor is found. The Chairperson of Kavango West Management Council Hon. Joseph Sivaku Sikongo further informed the Committee that the Zone Green Scheme Project was still at an infant stage and there was no production taking place, and appealed to the Committee, at national level, to support the region's initiative to appoint a consultant for the project.

# 5.1 Committee Meeting with Farm Managers of Green Scheme Irrigation Projects

# 5.1.1 Shadikongoro Green Scheme Irrigation Project

At Shadikongoro, a total of 390 hectares have been declared suitable for production with the commercial component covering 300 hectares and 90 hectares reserved for Small Scale Farmers.

The main crops grown at the project are white maize, wheat, and sunflower. However, at
the time of the Committee visit, only 90 ha of wheat were planted commercially, and 16.87
ha were planted by Small Scale Farmers. Further signifying the under utilizations of Green
Scheme Irrigation Projects in the country.

- During deliberation with the Farm Manager at Shadikongoro Green Scheme Irrigation Project, the Committee was informed that the high cost of electricity remains a challenge, NORED was still charging high- demand charges. Monthly bills amounted to 13 Thirteen Million Namibian Dollars (N\$ 13 356 312) in a single production cycle – 2021/2022.
- Bureaucratic processes in the procurement of farming inputs delay production, the farm manager indicated to the Committee that they have on several occasions submitted their requests well on time to the head office in Windhoek. However, their requests were not being timeously attended to and this resulted in delays that lead to low or no production at all.
- At Shadikongoro, the Farm Manager assured the Committee that the project has the
  potential to be self-sustainable, provided that it is put under full production every planting
  season. Facilities such as the milling and sunflower processing plant should be fully
  utilized throughout the year.
- Marketing of vegetables is quite challenging due to the distance geographic location of
  the project and the nearest markets. AMTA is not doing enough in terms of buying from
  the project, and if they do, they buy in small quantities, resulting in perishable produce
  going to waste in the warehouses.
- Failures of green schemes are attributed to the type of business model in which they are currently operated coupled with lack of financial support from the main shareholder (government).
- Farm managers are of the view that each green scheme should be treated as a business unit
  on its own and should have full authority to make decisions that are deemed to be
  financially sound for the success and sustainability of the project and not a blanket cover
  approach.

### 5.1.2 Ndonga Linena Green Scheme

Ndonga Linena Green Irrigation Scheme Project has a total area of 1000 hectares, with 678 installed with irrigation infrastructures and comprise of the following:

- Commercial area of production with 424 ha
- Small Scale Farmers area of production 174 ha
- Medium Scale Farmers area of production 80 ha
- However, with all those irrigation infrastructures at hand, the farm manager informed the Committee, their daily activities included general cleaning and minor maintenance to keep themselves busy as there was no budget.
- At Ndonga Linena Green Scheme Irrigation Project, the farm manager informed the Committee that the farm was at a standstill as no production took place for the last four years. This emanated from limited, or no funds received from the main shareholder (government), coupled with malfunction of the pump station.
- Tractors and other farm implements are in bad conditions and need replacement. The list
  of fixing all pivots, pump stations, tractors and implements was sent to the Ministry of
  Agriculture, Water and Land Reform. Tenders for emergency repair of the pump station
  were advertised and no contractor had been appointed at the time of the visit.

#### 5.1.3 Sikondo Green Scheme

At Sikondo, the farm manager informed the Committee that they planted 160 ha white maize, and these was harvested in May/June 2022. At the time of the visit, they had planted 110 ha of wheat and it was due for harvesting beginning of October 2022. The farm further planted cash crops such as onions, tomatoes, and cabbage to ensure that there is cash flow at the farm.

- The farm manager informed the Committee about the exorbitant demand charge by NORED – contributing high electricity bill, pursuant to that, a meeting was held with senior officials from NORED in finding an amicable solution on demand charge going forward and they were still waiting for response.
- The farm manager at Sikondo informed the Committee, that some farm implements were sourced from Brazil, and spare parts of such implements pose a challenge to obtain locally.
   The Committee however, learned about an affable relationship between Musese and Sikondo in exchanging farm implements.
- In light of the above, the management of Sikondo Green Scheme Irrigation Project, pondered around and considered introducing solar power to supplement its power consumption and approached the line ministry for possible funding. The Ministry of Agriculture, Water and Land Reform confirmed the availability of funds and are working on modalities on how to implement the solar power plant at the farm.
- Late delivery of farming inputs was highlighted as another challenge across the Green Scheme Irrigation Projects visited, with exemption of Mashare and Musese that are privately leased.
- Farm Managers indicated to the Committee that submissions to procure seeds and other
  farm inputs are forwarded to Windhoek for approval, a process that is cumbersome and
  negatively affecting the production of Green Scheme Irrigation Project, and therefore
  calling for the relaxation of procurement of farming inputs and should be permitted to
  source farming inputs directly from suppliers.
- Lack of suitable market compounded with lack of fresh hub to sell and store fresh produce continue to haunt farm managers, medium and small-scale farmers respectively. AMTA was said to procure from Green Schemes, but takes long to pay, a situation that is affecting Green Scheme Irrigation Projects cash flow.

• Farm managers further meted out their frustration on the Committee, about Cabinet Decision, Decision No.: 21\*/23.11.21.012 which terminated institutional arrangement for AgriBusDev to manage the Green Schemes by 1 September 2022. The decision was received with mixed feelings, as there was no consultation done to prepare the farm managers and junior staff members on the way forward, and all procurement processes were put on hold until mid-year budget review late October 2022. Everybody is left in the dark and yet, farm managers are requested to submit quarterly reports to the main stakeholder (MAWLR).

#### 5.1.4 Mashare Green Scheme

- The Committee visited Mashare Green Scheme Irrigation Project (blueberries), the manager informed the Committee that the farm was privately managed and was under full production and there were neither Medium Scale farmers nor Small Scale Farmers. He further enlightened the Committee that Mashare Green Scheme Irrigation Project exports 95% of its produce (blueberries) to Europe, Middle East and India and 5 % to local markets.
- The project employed about 500 to 700 hundred female employees as seasonal blueberries pickers mostly from Mashare constituency. Like other Project managers, he too indicated to the Committee that electricity charges were a problem, being charged on demand and not on actual consumption, and informed the Committee that plans were underway to install a 500Kw solar plant to reduce electricity bill.

#### 5.1.5 Musese Green Scheme

At Musese the Committee met the Private Investor Farm Manager that was appointed by the Kavango West Regional Council without the blessing of the line ministry to introduce a new turnaround short-term strategy until a suitable investor is found.

- The farm manager provided the Committee with the total size of the area that was under production and types of crops planted. That 530 ha out of 650 ha center pivots were under production during the past two seasons. Only maize and 80 ha of beans as cover crop has been planted for the past two seasons.
- He further informed the Committee the issue of market challenges Green Schemes were facing and called for AMTAs silos to operate professionally, currently silos are not serviced on regular basis, this causes huge transport costs to Small Scale farmers, as there are compelled to transport their produce to Tsandi. He further suggested that Small Scale farmer's main crops should be absorbed by commercial Green Schemes and with vegetables they should be able to access AMTA.
- The farm manager further indicated to the Committee that electricity "demand charges "are undermining the revenues of Green Scheme Irrigation Projects and called for immediate removal of demand charges by NORED. On an advisory note, he put it to the Committee that solar power with a minimum 500Kw was urgently required at each Green Scheme to reduce electricity consumption. He assured the Committee that Musese was operating on good faith and positive cooperation to find a winning solution to the continued production, ownership and operation.

#### 6 KEY FINDINGS

The Standing Committee on Agriculture, Environment and Natural Resources visited two regions and five (5) Green Scheme Irrigation Projects. The Committee noted with concern that challenges observed / listed by the Standing Committee on Urban and Rural Development during its oversight visit from 23 February 2020 to 06 March 2020 were still not resolved and continued hampering production level of Green Scheme Irrigation Projects in Kavango West and Kavango East regions.

Key to the discussions with farm managers, the following were listed as key challenges:

- a) Electricity bills continue threatening the suitability of Green Schemes through the demand charges by NORED.
- b) Bureaucratic processes in the procurement of farming inputs (seeds) delay production.
- c) Business mode of operandi by AgriBusDev Green Schemes being managed from Windhoek.
- d) Marketing, small and medium scale farmers have to endure traveling long distances to sell the grains in Tsandi, Omusati region, incurring unnecessary transport expenses. AMTA does procure from green schemes, but takes a long to pay, a situation that is affecting green schemes cash flow.
- e) Lack of funds or under-funding of green schemes by the main stakeholder (MAWLR).
- f) Cabinet Decision, Decision No.: 21\* /23.11.21.012 which terminated institutional arrangement for AgriBusDev to manage the Green Schemes by 1 September 2022. All procurement processes were put on hold until mid-year budget review late October 2022.

#### 7 CONCLUSION

The Committee observed divergent views expressed by farm managers and were all pointing fingers at the private leasing of Green Scheme Irrigation Projects. Farm managers are of the view that Green Schemes were performing well under direct supervision of the Government, however operations started slowing down with the introduction of AgriBusDev as a service provider. They further lamented cabinet resolution to outsource fully developed Green Schemes to private entities, the issue of leasing green schemes, left a dark cloud of uncertainty hovering over farm managers and staff members left pondering as to what will happen to them as there were no consultations.

Committee engagement with technical staff from MAWLR on 15 August 2022, it was revealed under recommendation number two of the presentation that the issue of demand charges by NORED has been resolved, and this proved not to be the true reflection on the ground when the Committee visited the Green Schemes.

The Committee further took note of the supposed 190 Kw Solar Power installed at Kalimbeza Rice Project, however the Committee is unable to independently confirm such installation, as it was advised to postpone the follow up oversight visit to Zambezi region at the eleventh hour.

#### 8 RECOMMENDATIONS

- **8.1** The Committee recommends that MAWLR should install solar power plants at all fully developed Green Scheme Irrigation Projects across the country to reduce electricity bills for the coming FY 2023/24.
- **8.2** The Committee recommends that the MAWLR should increase / avail more funds to fully developed Green Schemes.
- 8.3 The Committee recommends that the MAWLR should create a conducive marketing environment for Small and Medium Scale Farmers to sell their produce without having to travel long distances to access such facilities.
- 8.4 The Committee recommends that proper audit be instituted after the dissolution of AgriBusDev into the Ministry Agriculture, Water and Land Reform to ensure government assets are not lost in the transition period.
- **8.5** The Ministry of Finance considers relaxing Procurement Requirements of agricultural inputs that is needed timeously.
- 8.6 The Committee recommends that Green Schemes be decentralized to Regional Council.
- **8.7** The Committee recommends that Ministry Agriculture, Water and Land Reform should commit resources towards the establishment of a national facility tasked with developing good quality seeds to reduce dependency on imports.



This report has been discussed and adopted by the Committee in Winethook on this 29. of November 2022

SIGNATURE:

Hon. Melania NDJAGO, MP

89/11/8089

Date

Chairperson: National Council Standing Committee on Agriculture, Environment and Natural Resources