

INCREASING THE EFFICIENCY OF LIVESTOCK SERVICE DELIVERY – THE EXPERIENCE OF THE LIVESTOCK SECTOR IN ZAMBIA

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1 INTRODUCTION

Zambia is a landlocked country with a land area of 752,600km². Current estimates place the population at around 10 million with about 50% of the population living in urban areas along the line of rail. The country's economy has traditionally been based on copper production. However, low copper prices and reduced production over the years have resulted in a general deterioration of the economy. Indeed, the Government has recently expressed concern over Zambia's economic dependence on a single commodity and, in promoting economic diversification, have identified agriculture and the production of goods for export as priorities.

The livestock sector in Zambia has frequently been identified as an underutilised resource, citing abundant marginal land unsuitable for crop production and the lucrative access to international markets enjoyed by neighbouring states. Attempts to develop the sector over the past decade have focused on the liberalisation of internal marketing structures, reform of institutions delivering livestock services to keepers and promotion of private sector capacity.

This brief paper presents Zambia's experience of the changes that have taken place and that are proposed with respect to the development of the livestock sector. Following this introduction, a background to the relevant political and agricultural environment is presented along with a description of the livestock situation. Subsequently, the key elements of the change process are highlighted and the impact of these changes are analysed and discussed. To conclude, recommendations based on Zambia's experiences are listed.

2 BACKGROUND

2.1 Political background

Following independence, Zambia's economic policies were based on monopolistic public institutions characterised by official price controls and determination, centralised delivery of support services, public sector dominance of agricultural businesses and extensive subsidies. This public sector-controlled system undermined the ability of farmers to adequately respond to changing market conditions and led to farmer-dependence on government, a lax attitude towards loan repayments, a limited understanding of market functioning, increased dependence on relief and an almost complete absence of local commercial networks and rural enterprises. At the end of the Second Republic, 80% of the economic activity of Zambia was state controlled and by 1991 inflation had risen to 300%.

The election of the Movement for Multiparty Democracy Government in 1991 (and its subsequent re-elections) led towards the transition of the economy to private sector-driven initiatives and free market policies. The change resulted in price liberalisation, the privatisation of parastatal industries, the withdrawal of state subsidies and of protection for local producers.

2.2 Agricultural background

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Agricultural production in Zambia is patterned along the dualistic agriculture of communal lands (traditional) and titled commercial sector. The agriculture sector contributes between eleven and sixteen percent to GDP. The sector comprises about 85% small-scale farmers who utilise about 75% of the cultivated land and about 15% commercial farmers who utilise the remaining 25%. The human population density is very low at 11.8 per km² compared to many other countries and only about 20% of the arable land is utilised.

In line with economic development policies after independence, the agricultural sector operated under a centralised command economy. Most major businesses were publicly owned; procurement and sale prices were regulated by Government; there was a high level of monopolistic parastatal activity in both marketing and input supply; international trade was highly regulated; and maize was excessively promoted at the expense of other crops.

Like the majority of sub-Saharan countries, the agricultural sector in Zambia has been undergoing a process of change. Encouraged by major multilateral and bilateral donors and accompanied by changes in the political landscape in the early 1990s, the agricultural sector has been subjected to the policies of the free market economy.

2.3 Livestock sector background

The livestock sector contributes significantly (around 35%) to the agricultural industry in Zambia. It provides essential food products, sustains employment and income of the rural population. Through animal draught power, it contributes directly to increased agricultural production in general and food security in particular. In terms of employment opportunities, agriculture's contribution to the labour market has increased from 42% in 1980 to more than 50% by 1990.

Mixed crop livestock farming is widespread in the traditional sector and here cattle have additional value for traction and manure. The social relevance of cattle is also high, for prestige, dowry, as savings for school fees and other expenses, and as a bridge when crops fail. The livestock sector comprises around 2.8 million cattle, 1m goats, 80,000 sheep and 480,000 pigs, with the largest population found in the traditional sector (83% cattle, 97% goats, 64% sheep and 90% pigs). Poultry production is estimated at around 16m broiler birds per year and about 4m commercial layers for egg production in the commercial and small-scale sector. The socio-economic importance of these animals in the small scale and subsistence farming cannot be over-emphasised with the proportion of households keeping cattle estimated at 28%.

Livestock distribution in the country indicates that Southern, Eastern, Western and Central Provinces account for 89% of the total cattle population with the remaining 11% found in Northern, North-western, Lusaka and Luapula Provinces. Eastern and Southern Provinces have 80% of the goat population and 83% of the total pig population.

However, *per capita* consumption of meat is only 2.4 kg, about half the average consumption for Africa. The estimated marketable meat is approximately US\$ 380 million but the slaughter offtake is only 7%, of which 75% is sold at a value of US\$ 25 million. Consumer prices of livestock products in Zambia are much higher than in some other SADC countries. While some of the differences in consumption are due to lower *per capita* incomes, high prices are also a major factor, primarily due to inefficiencies in the production and marketing chain. Although it is recognised that Zambia has vast potential for livestock (including poultry) production, this potential is under-utilised and the productivity of livestock is described as low.

Productivity of cattle in the traditional sector is characterised by slow growth rates (5-8 years to reach market weight), high calf and adult mortality rates (20-30% and 9% respectively) and low reproductive performance. Low reproductive performance is exhibited by low conception and calving rates (50%) and long calving intervals. National herd growth rate is estimated at 3% with an average offtake of 8-9%. In comparison, production ratios for the commercial sector feature low calf mortality (1-2%), high reproductive rates (65-70%) and an offtake between 17-18%.

3 COMPONENTS OF THE CHANGE PROCESS

The solution to the monopolistic tendencies of the Second Republic with regard to the agricultural (and the livestock) sector was perceived as a move towards liberalised markets and the "privatisation" of service

delivery. Under this approach, considerable emphasis was placed upon the identification and redefinition of the operational roles of the public, the private and the non-governmental sectors within the livestock industry.

This involved the forceful engagement of the private and NGO sector through private sector development, the conscious adoption of a monitoring and regulatory role by the public sector, the realignment of the roles of collaborating institutions in the field of training, research and service provision, and strategic alterations in legislation and policy.

Critical in the change process was the recognition that it would be counterproductive to exchange monopolistic public sector service delivery for monopolistic private sector delivery. The target for the change process was a balanced public-private sector service delivery system that takes advantage of the comparative advantage of the different sectors. The ideal balance is rarely achieved and is probably never static. However, in targeting such a balance, a holistic, multi-faceted approach is required that stimulates an emerging non-state sector and also takes account of the changing role that the state sector has to adopt.

The realisation of the most cost-effective balance of livestock services delivery involves shifting the balance between public and private sector service delivery. Privatisation, the development of the private sector and the reorganisation of the state sector are all tools that can be used to achieve the desired balance.

The process of reorganising livestock service delivery systems offers potential benefits such as:

- a direct reduction in Government disease control expenditure,
- an improved and more sustainable delivery system of livestock field services that implies more efficient utilisation of resources, and
- an increased likelihood that the direct beneficiaries of service delivery meet the costs of disease control.

This section concentrates on the methodologies and arrangements that have been put in place in Zambia to encourage the public, the private and the NGO sectors to take up their responsibilities. They comprise the elaboration of appropriate policy, the identification of roles for each sector, institutional reform, transfer of implementational responsibility from Public to Private Sector, the utilisation of community-based approaches and the establishment of supporting or facilitating structures.

3.1 Policy Development

Critical to the management of sustainable change is the preparation of clear policies and strategies that map out a programme of activities that will bring about the desired change from existing status to the desired status.

Over the last few years, Zambia has prepared a range of strategic documents that outline the vision of the sector. In the mid-1990s, dissatisfaction with the state-controlled sector and the project approach led to the design and implementation of the World Bank inspired Agricultural Sector Investment Programme (ASIP) which was launched in 1995. ASIP aimed at harmonising Government and donor investments in the agricultural sector in order to optimise the use of resources with the main objective of accelerating environmentally sustainable agricultural development. A key component of ASIP was the adoption of a programme approach as opposed to the previous project approach.

More recently, a national Livestock Development Plan covering the period 2000-2004 was prepared. This document cemented the policy ideals set out in the ASIP documentation with key policies outlined in Volume I and technical strategies elaborated in Volume II along with detailed workplans and budgets. In addition, more specific strategies targeting ticks and tick-borne diseases were developed. All the strategy documents were prepared by Zambian representatives of the key stakeholder groups.

3.2 Identification of roles

The redefinition of the roles of the public and private sectors was heavily emphasised in Zambia's livestock policy and was necessitated by an evaluation of the relative institutional capacities and comparative advantages of the public and private sector. Accepting that the public sector no longer had the financial capacity or physical resources to provide a comprehensive range of livestock services to the farming community, a reallocation of responsibilities had become inevitable.

The relative functions and services of the private and the public sector are identified in Annex I. The table emphasises the regulatory, disease surveillance, monitoring, and statutory disease control functions of the public sector. Almost all other functions and services can be provided by the private or alternative sectors. In summary, three scenarios exist in the newly redefined establishment:

- activities that are the responsibility of the public sector and will be implemented and paid for by government, e.g. disease surveillance.
- activities that are the responsibility of the public sector and will be paid for, co-ordinated and monitored by Government but will be implemented on contract by the private sector or by public/private sector partnerships, e.g. vaccination campaigns for diseases of national importance, tsetse control. Co-ordination implies a necessary degree of regulation.
- activities that are the preserve of the private sector or public/private sector partnerships with payment made by the beneficiary, e.g. veterinary drug input supply, clinical treatments. However, the activity will be regulated and monitored by the public sector to provide the necessary enabling environment.

3.3 Public Sector Reform

The recognition of the importance of livestock within the overall agricultural system has elevated its status to that of an individual government department. Previously, livestock issues had been handled within an Animal Production and Health Branch of the Department of Research and Specialist Services. The proposed new Department of Veterinary and Livestock Development emphasises the role of co-ordination, inspection, monitoring and regulation in a leaner, more cost-effective organisation. Through the department, core veterinary and tsetse control services are provided, monitoring, regulation and surveillance are emphasised, policy and appropriate legislation are formulated, an enabling environment for private sector development is created, and research and extension are co-ordinated. The department combines both animal production and animal health disciplines, permitting a more streamlined service for farmers. The integration of veterinary and animal husbandry aspects in overall livestock production system is encouraged.

Within the current mandate of the government department, effective management of existing government institutions provides the opportunity for increased performance and for the stimulation of the private sector. In particular, livestock-related government institutions that can operate in a commercial manner will either be sold off to the private sector or will operate as autonomous trusts.

Parallel to the current changes in the political economy and agricultural policy, a process of government restructuring was undertaken under the auspices of the Public Service Reform Programme (PSRP) with the objective of reducing the size of government to a level that the tax base can support. It is critical that the public sector adopts a new role that is in keeping with policy. Public sector reform implemented as simply a reduction in the number of staff to be maintained on a very limited budget will not be satisfactory. The government must take on its new role as facilitator, co-ordinator and monitor and withdraw consciously from its implementational role. This necessitated a refocusing and in some cases a retraining of staff. Government maintains key responsibilities in terms of disease control, monitoring and surveillance, and these responsibilities must not be compromised as an effective balance is sought between public sector responsibility and implementation. With the full privatisation of certain aspects of the state mandate and with the contracting out of substantial portions of the implementational workload through sanitary mandates or individual contracts, there is no longer the need for an extensive implementing field presence.

Instead, the monitoring and regulatory role of the public sector is emphasised and the government department will eventually and gradually play more of an inspectorate (monitoring, regulation and surveillance) role, ensuring that disease control is not compromised, that standards of production and processing are met, but also ensuring that Zambian farmers are allowed to produce in an equitable, competitive market and on an equal footing with their neighbours. The new roles played by Government staff require a new package of skills to be learnt and, perhaps more importantly, a new attitude to be adopted.

3.4 Transferring Public Sector Activities to the Private Sector

With a reduction in the public sector's implementational work force, a significant proportion of government work will be contracted to the private sector. In this respect, a number of national and international companies and NGOs that have already proven their capacities in the implementation of tsetse control, extension, research and disease control contracts exist.

3.4.1 *Contracting out of government work to private operators*

In collaboration with providing loans and training to emerging private operators, government can play a key role in stimulating private sector development by contracting out work for which it retains responsibility. The contracting of the delivery of certain services and functions to the private sector not only fosters the development of the private sector but also reduces the manpower requirement and associated costs that must be met by the Public Service.

To date, a variety of government services have been contracted out. Tsetse control work (target deployment, barrier maintenance, tsetse-fly and trypanosomosis surveys) has been contracted by government to private companies since the mid 1990s and provides an excellent model. Over 50 separate contracts have been awarded and a database of over twenty recognised companies is utilised. More recently, arrangements have been finalised between Government and a number of private companies for the execution of foot and mouth disease vaccinations and CBPP vaccinations. Over twenty contracts have been organised. Extension campaigns, particularly awareness campaigns associated with vaccination campaigns have been contracted out to NGOs.

3.4.2 *Awarding sanitary mandates*

The term *sanitary mandate* has been used to describe a contractual arrangement whereby the state contracts the private sector to implement certain animal health services which are carried out in the national interest and usually at a cost to the state. They are particularly attractive in the development of the private sector as they can provide an income base enabling the establishment of private practice in areas of extensive husbandry systems, which would not normally support such an enterprise. The principle of delegating some of the activities previously implemented by the public services to private veterinarians is thus becoming well established and is a critical “next step” in the utilisation of the private sector to implement state responsibilities.

In Zambia, contractual arrangements for the award of sanitary mandates have already been developed and should be offered in the near future for tender. The objective will be to encourage an organisation or an individual to establish a practice offering livestock services while receiving a guaranteed income for providing a number of government services. These need not be restricted to vector control and vaccination campaigns but can include extension campaigns, disease surveillance and testing.

Pilot sanitary mandates have already been awarded in Eastern Province in which private Veterinary Assistants are contracted to provide disease surveillance information to the provincial headquarters. These individuals are also recruited by the state to implement other state-funded livestock-related activities. In the meantime, VAs provide livestock (and other) services to keepers in their mandated areas.

3.4.3 *Commercialisation of state-owned enterprises*

Drawing on the experiences gained in pilot programmes and necessitated by dwindling annual budgets in real terms, cost-recovery, beneficiary payment and commercialisation are emphasised in livestock sector strategy. Where government or quasi-government institutions continue to provide goods and services, commercial rates for services now apply. Examples include the Vaccine Production Institute at Balmoral, regional diagnostic laboratories, training institutes (ZIAH, UNZA), research establishments (Central Veterinary Research Institute and Mochipapa Research Centre), livestock production centres and breeding centres.

3.4.4 *Establishment of agricultural trusts*

A more progressive step forward in the process of creating viability for inefficient state apparatus is to move the institute or the activities carried out at the institute into a commercial set-up. This could be an entirely private, commercial proposition such as a management buyout or the development of a non-profit-making trust. The development of the Golden Valley Agricultural Research Trust has provided a model for such undertakings and has been followed by the establishment of the Cotton Development Trust and the Lyambai Agricultural Development Trust. A Livestock Development Trust has been formed and now manages five previously parastatal enterprises and provides training under commercial conditions. Any “profit” from these enterprises is utilised to finance public good, development activities.

The trust arrangement provides a convenient step towards full privatisation for Government. By handing over “in trust” Government assets, the state retains ownership and a degree of control whilst stimulating higher levels of commercial management in institutes that had suffered from the restrictions of civil service regulations.

3.5 Support Mechanisms

3.5.1 Institutional development

To facilitate the change process a number of permanent and temporary institutions were established. In 1991 the Government of Zambia embarked on an aggressive privatisation and liberalisation policy. In order to implement this policy, the Zambia Privatisation Agency (ZPA) was created through an Act of Parliament. ZPA’s mandate was to prepare and sell off parastatal companies to the Private Sector. The privatisation of state-owned companies continued at fast pace, with over 220 firms privatised by the end of December, 1998 out of a total portfolio of 282 companies. Agricultural companies were by far the largest number of state-owned enterprises that were listed for divestiture.

A Veterinary Privatisation Trust Board was established as an independent legal board to be responsible for implementing a veterinary privatisation programme as well as to oversee the administration of all its attached components. The VPTB is registered by the Registrar of Deeds and supervises and monitors the disbursement of the Veterinary Privatisation Trust Fund. The VPTB had three sub committees that assist in its operations: one sub committee was responsible for the preliminary appraisal of loans; one was responsible for monitoring the Veterinary Apprenticeship Scheme; and the third was responsible for the Veterinary Training Facility.

A Private Sector Development Unit was established within MAFF to facilitate private sector participation in the delivery of livestock services. The specific roles of the unit include:

- to facilitate and monitor private and public sector roles,
- to license private veterinary inspectors.
- to liaise with the Veterinary Council of Zambia and other stakeholders on the implementation of sanitary mandates,
- to identify Government work to be contracted out,
- to develop tendering procedures,
- to publicise opportunities for private sector involvement,
- to co-ordinate the work done by both the private and public sectors to ensure that no livestock services are neglected in the pursuit of profit, and
- to co-ordinate the activities and inputs of all donor funded projects with an interest in the process of veterinary privatisation.

To co-ordinate the provision of technical assistance, the concept of a technical advisory group (TAG) was developed. The TAG concept provides a potential model for this continued provision of managed TA. The TAG has the role of advising, facilitating and stimulating livestock development through the strengthening of the public sector and by providing initiatives for private sector development within the broad framework of ASIP. TAG's target group is the primary actors (the implementors) of the livestock development process - the public sector, the private sector, the non-governmental sector, the community, the farmers and the entrepreneurs.

The TAG differs from conventional TA in that:

- it is directly linked to a national development programme although financial support in terms of investment is not tied to the provision of technical assistance - the TAG is demand driven.
- it does not directly implement activities - implementational responsibility lies with the implementing agencies within the Zambian public sector, private sector, NGOs and CBOs so it acts in a purely advisory capacity;
- it provides its advisory services to several types of client (public sector departments, private sector operators, NGOs, CBOs and communities), and not just one;
- it makes use of national and regional expertise as well as international expertise.

It is recognised that the TAG is a transitional support arrangement whilst the public, private and NGO sectors involved in livestock production and services grow stronger in their new roles. TAGs are specifically designed to further the implementation of a national development programme by advising and strengthening the roles of all sectors. TAG adheres to the basic principle that activities should be implemented by the appropriate Zambian organisation and not by donor projects and their staff. TAG should provide advice in the broadest sense of the word, stimulating, pushing and encouraging the appropriate organisations into adopting their new roles.

3.5.2 Legislation

Before 1991, legislation was tailored to the provision of services by Government departments or state-owned enterprises. Clearly, the emergence of a range of other actors providing services has necessitated a change in the legislation governing these services. In Zambia, the parliamentary process for the creation of the Animal Health Act (formerly the Stock Diseases Act), the Veterinary Drugs Act (formerly the Pharmacy and Poisons Act) and the Veterinary and Paraveterinary Professions Act (formerly the Veterinary Surgeons Act) is in motion. A range of acts concerning other aspects of the livestock industry are also being reviewed.

3.6 Capacity Building

3.6.1 Veterinary Apprenticeship Scheme

The Veterinary Apprenticeship Scheme (VAS) utilises a Veterinary Apprenticeship Grant (VAG) to provide financial support to recent veterinary graduates who are attached to designated veterinary practices to learn the art and skill of providing livestock services commercially. Financial support is provided on a grant basis through the payment of a monthly stipend for twelve months. With this exposure and experience so gained, the apprentices improve their skills in veterinary practice and gain confidence to enter private practice. Successful candidates can then apply for loans under the Veterinary Privatisation Fund (VPF) to set up their own practices. So far, ten apprentices have been trained and four more are currently under training. Three of these apprentices are now in private practice and two others are employed by the government.

3.6.2 The Veterinary Training Facility

The Veterinary Training Facility (VTF) is complimentary to the VAS. The VTF is intended to provide short classroom training courses for participants to update their knowledge and forms part of a continuous professional development programme. So far, four courses have been developed.

3.6.3 Veterinary Privatisation Loans

The Veterinary Privatisation Fund (VPF) has provision for giving loans to veterinarians, para-veterinary professionals, co-operatives and other farmers' associations to set up private veterinary services on a viable commercial basis. The medium term loan enables the creation of new or the expansion of existing private practices and is delineated between loan packages for new veterinary practices, loan packages for existing practices and loans for Veterinary Assistants. So far, four veterinary surgeons have been given loans and four veterinary assistants. Loan repayment has been poor and reorganisation of the scheme with improved collateral is underway.

3.6.4 Loans to entrepreneurs

Under the revised roles of the public and the private sectors, livestock services are provided by a variety of actors. To assist this variety of actors to establish services, to expand services or to generate income through commercial livestock production, loan facilities are available to entrepreneurs through a Livestock Development Promotion Fund currently based in Western Province. Loans up to a maximum of Kw 5,000,000 are available to a wide range of commercial operators including cattle traders, poultry producers, meat processors and hides processors. Other loan schemes operating in Southern Province and Eastern Province provide finances for licensed operatives for the sale and use of veterinary drugs and to procure vaccines against theileriosis or tick control treatments.

3.6.5 Reorientation of Public Sector staff

Whilst considerable emphasis is placed upon the training of the private sector as they adopt many of the implementational roles of the public sector, attention is also placed on the realignment of Government staff into

new roles. Regional training courses have been attended in epidemiology and instruction in inspectorate roles has been provided to staff.

3.7 Community-based approaches

Although Zambia has not benefited directly from the implementation of the CAPE/PACE initiatives, a number of community-based initiatives have been started. A large number of Community Livestock Auxiliaries have been trained by collaborating NGOs, particularly in Southern, Western and Eastern Provinces, the major livestock producing areas of the country.

CLAs are identified by their communities and registered for training by collaborating NGOs. The training programme follows an agreed general content with area-specific details included for the individual CLA's region. The private or public sector VA and veterinarian operating in the area is involved in the training process and monitors the activities of the CLA. Whilst formal contractual agreements between the CLA and the monitoring (para-) professionals are not insisted upon, it is clearly in the business interest of the professional to establish and maintain good relations. The CLA is perceived as extending the coverage of professional staff and providing basic services in remote areas.

4 DISCUSSION/ANALYSIS

4.1 Impact assessment: are we getting anywhere?

The processes of change described above are being replicated in many countries in sub-Saharan Africa. To a degree, these policies are being dictated by the donor community, led by the multilateral organisations, which are confident that economic restructuring, democratisation, liberalisation and privatisation are the keys to the change process.

The Zambian livestock sector has embraced change, if not with enthusiasm then, without too much protest. Appropriate policies have been put in place and are well documented and the proper political noises have been made. Indeed, public sector restructuring, institutional organisation, private sector development and stimulation of the non-governmental sector have all been carefully implemented. However, there remain serious reservations about the proposed changes, public sector reform is still well below the level that would be expected in a private institution employed to do the same tasks, reorganised institutions have yet to provide cost-effective services, and commercial and non-profit livestock service providers have yet to make their presence felt at field level.

In addition, the critical indicator remains the quality of livestock services being delivered to the farmer. Are we satisfied that these services have improved or become more cost-effective, bearing in mind that farmers are being weaned off a system that provided free services and will consequently feel impoverished by having to pay for services? Even taking that situation into account, performance indicators suggest that livestock service provision at field level has certainly not improved over the past decade.

The overall cost of services by contracting implementation to the private service has increased. The justification for contracting out services is that the overhead cost borne by Government of maintaining a permanent field presence (vehicles, labour costs, housing, etc) is transferred to the private sector. Without sufficient public sector reform, the overhead costs remain with Government and the cost of contracting the private sector company is added.

The private companies that implement contracts do so with little motivation for improving general livestock service provision to the individual farmer. In spite of a considerable number of private sector development initiatives, the actual development of a committed private service delivery system has been elusive so far. In addition, although in many cases it is too early to judge, the transfer of Government assets into the non-profit sector has yet to improve service provision.

In terms of our school report, a lot of committed hard work in the right direction but not yet yielding significant improvements.

4.2 Positive indicators: building on achievements

Whilst, overall, only limited progress has been made, Zambia can identify a number of positive experiences and it is critical that these experiences are identified and built upon.

Acceptance of the change process has, overall, been very good. Certainly early on in the process, political will was very strong and the majority of stakeholders supported the process. Identification of initiatives and the development of sound policy to support the process was also good. The policies remain valid and the justifications to support them still stand.

In 1996, a reduction of 50% in the civil service establishment was targeted. By 2002, a 35% reduction had been achieved.

A significant body of experience has been built up over the years, both in the change process and in technical aspects of private sector development, contracting out, institutional development and in cross-sectoral liaison. Relations between the state sector and the non-governmental sector remain very positive and the commitment to improvement is undiminished.

The private sector has proved itself wholly capable of implementing technical contracts related to animal health, vector control, animal production and extension. The technical capacity exists in the private sector, even if the managerial capacity required support.

The experiences of the pilot network of livestock service providers (CLAs, NGOs, farmer groups, public sector) identifying the appropriate balance for their system is encouraging and the sanitary mandate (coupled to a loan facility) is allowing private practitioners to provide services in areas that are not readily conducive to the private sector.

4.3 Constraints: areas to avoid

Progress has been made but many of the initiatives have been externally motivated with limited real commitment to privatisation and change. This is, of course, understandable. The civil service is a conservative body and inherently resistant to change. But, only if the unsavoury aspects of liberalisation are adopted will beneficial change occur. Whilst it is convenient to blame donor pressure for forcing changes towards liberalisation onto many dependent countries, the truth remains that the tax base in Zambia is unable to finance the exorbitant public services that were offered post independence. With collapse of the copper revenue base, public services have had to be cut back. Unfortunately, it is often the service itself that is cut back rather than the workforce leading to a large underutilised, disenchanted public labour force without any resources to do anything.

It may also be unrealistic to expect the civil service to be the engineers of change since a conflict of interest is inevitable. Nearly all initiatives and funding continue to be channelled through bilateral and multilateral agreements with the Government, the programmes are inextricably constrained.

Change processes take a long time, but expectations are high. Results are demanded quickly especially by funding agencies. The rates of change experienced in Zambia may be disappointing but they may also be unrealistic.

In defence, there are many factors that are outside the control of the livestock sector. Depression of the economic climate makes the promotion of commercial services difficult. The reduction in consumer purchasing power that has been experienced in Zambia, depresses the market in livestock produce.

Zambia has experienced considerable political machinations over the past decade. Whilst these have not been as considerable as in other countries in the world, it is clear that small changes in personnel and direction can have large knock-on effects on long-term programmes. Given the recent change in political leadership, and the current agricultural shortfalls being experienced in the region, it is very tempting to backtrack, even unintentionally without fully recognising the implications.

4.4 Moving forward: turning policy into practice

Whilst a shift away from state domination of service delivery is critical, the extent of that shift and the rate of change towards market liberalisation and private sector domination of service provision will vary between countries. The skill of the policy makers is to identify the correct balance of public and private; of commercial

and non-profit; of negotiable and non-negotiable; and of centralised and decentralised. Consequently, things do have to change and the political engineering that realises cost-effective services for those in need without public sector workers revolt in the face of labour shedding is a tricky one.

The term “privatisation” now has an unpleasant stigma attached to it. It is negatively perceived and associated with public sector staff retrenchment, hardship for producers and donor pressure. The change process is maybe better perceived as the reorganisation of service delivery utilising the comparative advantages of the differing sectors. The achievement of change requires a committed implementation team with improved public relations to sell the process more effectively. Within Government service a stronger awareness exercise is required to develop a team that is able to implement a broad programme of reform that builds upon the successes of the past and attempts to avoid the pitfalls already experienced.

At a technical level, a rapid shift to a sanitary mandate set-up with longer-term contracts is crucial with a higher emphasis on community-led activities. The objective must always be to provide more cost-effective services, which will be achieved only through a wide range of improvements in service delivery.

The current economic and political climate will make change a difficult and slow process. Many countries are reassessing their relationships with the major lenders and donors and questioning whether the structural adjustment programmes were valid since in Zambia they appear to have led to significant hardships. The livestock sector has been affected the same as others.

Whilst the approaches to change taken by different countries may be different, the principles are generally the same: trying to increase the cost-efficiency by which livestock services are delivered to the client. In the end, that is the benchmark against which the change process should be judged.

Annex 1: Responsibilities of Public and Private Sectors for Services and Functions

Activity	Public	Private	Public/Private Partnerships
AI	Regulate	Implement	
Animal Breeding	Regulate	Implement	Implement
Animal Health Research	Co-ordinate	Contract	Contract
Animal Production Research	Co-ordinate		Contract
Animal Welfare	Regulate*	Implement*	
Clinical Services	Regulate	Implement	
Compulsory Testing	Co-ordinate	Contract	
Conservation of FAnGR	Implement**		Implement***
Diagnosis	Co-ordinate and Implement*	Contract and Implement*	
Disease Reporting	Co-ordinate*	Contract*	
Drug and Vaccine Production	Regulate	Implement	
Drug and Vaccine Distribution	Regulate	Implement	
Embryo Transfer	Regulate	Implement	
Emergency Disease Response	Implement		
Emergency Planning	Implement		
Export Inspection	Implement		
Extension	Co-ordinate*	Contract*	
Food Hygiene/Meat Inspection	Co-ordinate	Contract	
Herd Health	Regulate	Implement	
Input Supply	Regulate	Implement	Implement
Inspection	Regulate		
Livestock Industry Promotion	Implement*	Implement*	Implement*
Marketing	Regulate	Implement	
Notifiable Disease Control	Implement		
Production Units	Regulate	Implement	Implement
Quality Control	Implement		
Quarantine/Movement Control	Implement		
Registration of Vets and Paravets	Implement		
Dairy Research	Co-ordinate		Implement
Restocking	Facilitate	Implement	Implement
Surveillance	Implement		
Tick Control	Co-ordinate	Contract	
Tsetse/Trypanosomosis Control	Co-ordinate	Contract	
Vaccination	Co-ordinate	Contract	
Zoonosis Control	Co-ordinate	Contract	Contract

Note: * = Shared implementation
 ** = Short-term
 *** = Long-term