



GOVERNMENT OF THE REPUBLIC OF ZAMBIA

Ministry of Agriculture and Livestock

**DRAFT LIVESTOCK DEVELOPMENT POLICY**

**January, 2012**

## **FOREWORD**

The Government of the Republic of Zambia has formulated a Livestock Development Policy to guide the effective implementation of activities and programmes in the livestock sub-sector. The Policy defines the overall objective and sets specific priority policy guidelines and strategies for achieving the vision of Government for livestock development.

The Policy will become the vehicle for coordinating and providing a common framework for interventions by different implementing agencies through the shared vision, objectives and strategies.

The livestock sub-sector contributes significantly to the agricultural industry in Zambia. It provides outputs such as meat, milk, eggs, hides, skins, manure, transport and draught power. The livestock sub-sector also generates employment opportunities and income among the rural people. Through animal draught power and manure, it contributes directly to increased and sustainable crop production, thus contributing to increased agricultural production. Furthermore, livestock offers an economic and social buffer against shocks and therefore represents part of the family's risk management strategy.

The livestock sub-sector, though relatively unexploited is recognized as an increasingly dynamic part of the agricultural industry. The sub-sector contributes about 35 percent to agriculture Gross Domestic Product and has the potential to expand its contribution to national economic growth, given Zambia's natural resource base. The livestock sub-sector also has favorable market prospects to not only drive the diversification agenda but also to promote domestic, regional and international trade in agricultural produce and products.

Implementation of the Livestock Policy will promote interactive participation in the livestock sub-sector and encourage complementary efforts, building upon the comparative advantages of various implementing agencies and institutions. I am optimistic that with the Policy and Implementation Plan in place, we will see increased investment in the sector from both local and foreign sources as well as enhanced co-operating partners' support. The use of a common Livestock Policy and Implementation Plan will ensure optimal use of resources.

Investment into the livestock sub-sector takes a while to yield the desired results. Therefore, the Policy will be reviewed from time to time, taking into account the dynamics of the domestic, regional and global economic environment.

Finally, I would like to sincerely appreciate the tireless efforts of all stakeholders: public, private, co-operating partners and NGOs who, through a consultative process contributed to the formulation of the Livestock Policy.

Hon Emmanuel T. Chenda, M.P.  
**MINISTER OF AGRICULTURE AND LIVESTOCK**

## **Executive Summary**

To be redone

This document highlights the Vision, Principles, objectives and Strategies for the sustainable development livestock sub-sector in Zambia. Zambia has high livestock potential, which has not been fully exploited due to a number of factors such as poor animal health and production extension services, low budgetary allocation to control Livestock diseases including those of national economic importance, poor infrastructure, high production input costs and restrictions on trade. The potential of livestock production if fully exploited could significantly contribute to food security and economic growth.

The main thrust of the National Livestock Policy is increased production and productivity through improved disease control and animal husbandry practices. This will be done by, commercialization of livestock production activities, promotion of public and private sector partnerships and provision of effective livestock extension services that will ensure enhanced growth.

Government will not intervene in livestock inputs distribution or marketing in a way that will undermine private sector participation. The government will continue to provide guidelines and regulate the industry.

The livestock policy components in the Ministry of Agriculture and Livestock will be livestock production veterinary service, vector control, laboratory services, livestock research, human resources management and development and monitoring and evaluation. Appropriate strategies for the attainment of the objectives have been put in place.

## **INTRODUCTION**

The livestock sub-sector in Zambia plays a pivotal role in the rural and urban socio–economic development of the population. More than 50% of the total population depends on agriculture. Agriculture absorbs about 67% of the labour force and remains the main source of income and employment for rural women who constitute 65% of the total rural population.

In Zambia, the livestock sub-sector accounts for about 35% of the total agricultural production. It has been shown to contribute to poverty alleviation faster than any other sub-sector. However, its potential has not been fully exploited due to a number of negative factors that have limited its performance. The Livestock Development Policy will enable stakeholders to tackle problems in a harmonized and unified manner therefore enhancing development of the livestock sub-sector.

The Livestock Development Policy outlines the roles, the vision and focus of various stakeholders in order to contribute to increased production and productivity of the livestock sub-sector thereby increasing food security and income, and reducing poverty.

This policy document is divided into the Introduction, Situational Analysis, Vision and Rationale, Guiding Principles, Policy Objectives, Policy Measures and Implementation Framework. It is envisaged that all stakeholders will develop strategies to achieve the common vision using the policy guidelines.

## **SITUATION ANALYSIS**

Copper production accounts for about 90% of Zambia’s foreign earnings. Copper being a wasting asset and given the vast resource endowment in terms of land, labour and water, Zambia has been motivated to relatively shift from the heavy dependence on copper to agriculture production. Of Zambia’s total land area of 75 million hectares (752,000 square Km), 20.3million hectares is grazing land. With the country having four times more grazing than arable land, the country’s potential lays more in livestock production than the crop sector which continues to receive the major share of the government support of Agriculture.

The domestic market for livestock product is small and under developed but demand is rapid growing. There are also opportunities to export to neighboring countries.

The livestock sub-sector in Zambia plays a pivotal role in the rural and urban socio–economic development of the population.

- The livestock industry could contribute to creating formal jobs in a country that is desperate short of them. The major contribution is likely to come from increasing rural prosperity by expanding income earning opportunities and raising income of livestock owning household.
- It provides the much needed protein to the human population through outputs such as meat, milk and eggs. Through animal draught power and manure, it contributes directly

to soil fertility improvement, increased and sustainable crop production, thus contributing to increased agricultural production especially among small-scale farmers who cannot afford mechanized equipment.

Performance of the livestock sub-sector over the years has not met expectation of major players. Government spending on agriculture had been less than 5 percent of its national budget and less than 1 percent of GDP. This low spending on agriculture-related developments resulted in, among others, agricultural support infrastructure being run down, extension service delivery operating at only 40 percent capacity, and high and repeated livestock disease incidences leading to high levels of poverty, with overall poverty of 72.9% of the national population in 1998. Income levels also drastically declined with low formal employment. Furthermore, this scenario was exacerbated by the advent of HIV and AIDS that had a negative impact on labor supply and generally undermined the productive capacity of most households.

## **VISION**

To have a livestock sub-sector that is efficient, productive and sustainable, assures food security, increases household income and significantly contributes to the national Gross Domestic Product (GDP).

The vision recognizes the need to strengthen and expand the emerging opportunities and to also deal with the challenges facing the livestock sector.

Overall, livestock production increases will come from improved extension service delivery, disease and vector control, use of improved breeds, better research/extension linkages and enhanced investment.

In the livestock sector, they will be targeted subsidies for control diseases of national economic importance, that is, those diseases of an epidemic nature and have trans-boundary (regional/international) significance. The other area of emphasis will involve increasing overall production, productivity and management of marketable livestock and livestock products especially in the traditional sector. Vector control will also be embraced as an important activity for minimizing or removing the risk of contracting disease.

The overall strategic principle is that farm level disease control and production is the responsibility of livestock farmer who should buy the services, drugs, vaccines and inputs from the private sector. The role of government will be limited to the control of epidemic, and infectious diseases, sanitary control and inspection and fighting pests and diseases beyond farm level (e.g. Tsetse Control). Furthermore, the use of low cost communal methods e.g. Dips managed by users will be promoted.

A conducive environment will be provided for the growth of small-scale livestock farmers to diversify and sustain production. Focus will be on providing public goods and services that are needed for growth and diversification such as rural infrastructure, basic research, disease and vector control.

The role of the public sector will gradually be confined to policy formulation, enforcement of legislation, regulation and inspection, provision of market information, financing the control of vectors and diseases of national economic importance.

The provision of livestock services, capacity building and monitoring and evaluation of overall sector performance will be done in partnership with the private sector. Government will continue with the policy of liberalization of trade and marketing of livestock and livestock products and ensure that the private sector plays a leading role.

All these measures are expected to result in the following:

- i) Attainment of food security for the majority of households.
- ii) Increased Livestock sector contribution to total foreign exchange earnings.
- iii) Overall livestock contribution to GDP will rise.
- iv) Increased incomes for those involved in the agricultural sector.

The attainment of the above will place the livestock sub sector as one of the leading contributors to food security, economic growth and poverty reduction.

### **Rationale**

Although gains have been achieved in the sector, several gaps still exist which previous policies have not addressed. There is need to give direction to the industry by putting in place a policy that will guide the development of the livestock sub-sector.

## **GUIDING PRINCIPLES**

The Livestock Policy is premised on values and principles that enhance the social, economic and cultural interests of the nation as reflected in the Constitution of Zambia. In this regard, Part III: National values, principles, objectives and directive principles of state policy; Part VI: the Bill of Rights; Part XIX: Land and Property and Part XX: Environment and Natural Resources of the constitution guide this policy. The following are some of the principles:

- The endeavour to create an economic environment which encourages individual initiative and self-reliance among the people and promote private investment.
- Inclusiveness in the formulation of development plans and programmes.
- The stimulation of agriculture, industry and technological development.
- The eradication of poverty and illiteracy.
- The institution of measures for disaster management and preparedness.
- Development and preservation of local languages.
- Protection to privacy.
- Protection of consumer rights.
- Protection of health, safety and economic interest.
- Access to information.
- Rights of the citizen to food, water, sanitation and a safe environment.
- Sustainable and productive management of land resources.
- Sound conservation and protection of ecologically sensitive areas.
- The respect of the integrity of natural processes and ecological communities including conservation of habitats and species.
- The sustainable exploitation, utilization, management and conservation of the environment and natural resources for the present and future generations.
- Protection of genetic resources and biological diversity.

Cognizance has also been taken of the treaties and agreements signed with regional and international organizations such as the International Animal Health Organisation (OIE), Southern Africa Development Community (SADC) and Common Market for East and Southern Africa (COMESA).

## **OVERALL OBJECTIVE:**

To promote increased and sustainable livestock production, productivity and management in order to ensure food security, income generation, creation of employment opportunities and a reduction in poverty levels.

### **Specific Objectives**

The policy will be realized through the following specific objectives:

- 1.0 Household food security and income improvement
- 2.0 Diversification of the livestock production base
- 3.0 Increase of livestock productivity and production
- 4.0 Increase trade in Livestock and Livestock Products
- 5.0 Provision of a secure and conducive environment for those engaged in livestock production, marketing and trade.
- 6.0 Improved and extended utilisation of range resources
- 7.0 Build and maintain national capacity to deal with adverse climatic variations, major disease outbreaks and other emergencies
- 8.0 Animal Welfare



## **POLICY MEASURES**

### **1.0 Household Food Security and Income Improvement**

According to the World Health Organization, food security is defined as “when all people at all times have access to sufficient, safe, nutritious food to maintain a healthy and active life”.

Food security is built on three pillars:

- Food availability: sufficient quantities of food available on a consistent basis.
- Food access: having sufficient resources to obtain appropriate foods for a nutritious diet.
- Food use: appropriate use based on knowledge of basic nutrition and care, as well as adequate water and sanitation.

The government shall ensure that:

- (i) dependable and efficient production of adequate supplies of meat and meat products, poultry and poultry products and milk and milk products is maintained and sustained.
- (ii) markets and marketing incentives exist to channel livestock and livestock products from surplus to deficit areas.
- (iii) livestock farmers have a steady and reasonable income from their production activities.

### **2.0 Diversification of the Livestock Production Base**

Diversification of the livestock production base will increase income, mitigate effects of climate change and HIV/AIDS and increase resource base for value addition.

The government shall:

- i. Ensure increased access to breeding stock, technology, information and finance.
- ii. Introduce incentives, tailor subsidies and livestock services towards production of specific livestock on the basis of comparative advantages.
- iii. Facilitate availability of and accessibility to land for livestock activities and development of infrastructure in potentially productive livestock areas.

### **3.0 Increase of Livestock Productivity and Production**

The important resource base for increased livestock production and productivity comprises access to land, animals, pasture, feed, water, human resource and technology.

The Government shall:

- i. Promote research in animal production and health technologies.
- ii. Endeavor to reduce production costs.
- iii. Improve access to inputs and information.
- iv. Strengthen the role of organized markets and producer responsiveness to price signals.
- v. Improve access to livestock breeds.
- vi. Promote value addition.
- vii. Prevention and control of vectors and livestock diseases of national economic importance.
- viii. Promote and strengthen farmer mobilization, organization and development.
- ix. Develop a plan in conjunction with stakeholders that will guide all stakeholder investments in the sub sector.

### **4.0 Increase Trade in Livestock and Livestock Products**

Poor rural infrastructure has created difficulties in agricultural inputs and produce marketing especially in the outlying areas of Zambia. Better developed infrastructure and closer proximity of urban market centers puts line of rail provinces in a favourable position to take advantage of liberalized markets. Government recognizes that special measures are therefore needed to help farmers in less developed regions.

Furthermore, most small-scale farmers have no access to credit and cannot borrow from commercial financial institutions. The private sector has played a very limited role in providing credit in form of inputs under out-grower arrangements. Therefore, there is need to have a broad based rural credit and financial delivery system with increased private sector participation.

Government shall:

- i. Strengthen and monitor the liberalization of livestock and livestock products markets and facilitate private sector development.
- ii. Strengthen the capacity of agencies handling livestock products for export in ensuring that the products meet the standards and sanitary and requirements for export markets.

- iii. Promote and secure access of livestock and wildlife products to both local and international markets.
- iv. Enhance the provision of market support services to market participants.
- v. Facilitate access to finance by the private sector.
- vi. Regulate livestock inputs and outputs marketing through appropriate legislation and institutions.

### **5.0 Provision of a secure and conducive environment for those engaged in Livestock Production.**

A conducive environment will be provided for the growth of small-scale livestock farmers to diversify and sustain production. Focus will be on providing public goods and services that are needed for growth and diversification.

Government shall:

- i. Promote mechanisms to enhance risk management (insurance)
- ii. Promote veterinary public health.

### **6.0 Improved and extended utilisation of range resources**

Eighty percent of Zambian livestock is kept on traditional land. On traditional land overstocking, fight for land between livestock, human population and wild life has been a major challenge. The wrong use of land, water and forest in the production of livestock can have far-reaching effects on the environmental integrity. To avoid such consequences the government shall:

- i. Endeavor to promote and regulate integrated and sustainable use of rangelands resources such as land, soil, water and vegetation in order to conserve the environment.
- ii. Study and establish ecological information to enable assessment, of the available range lands resources and mapping. Based on the available information the Ministry will recommend better range management practices including proper carrying capacities, water distribution, etc.

### **7.0 Build and maintain national capacity to deal with adverse climatic variations, major disease outbreaks and other emergencies**

Government shall:

- i. Establish a livestock early warning system to avert or mitigate the harmful effects of the adverse climatic variations.
- ii. Strengthen information collection and dissemination.

## **8.0 Provision of Institutional and Legal Framework**

Government shall:

- i. Review and realign institutional and legislative frameworks
- ii. Become the vehicle for coordinating and providing a common framework for interventions by different implementing agencies through the shared vision, objectives and strategies.

## **9.0 Promotion of Conservation**

Government shall:

- i. Promote the utilisation and conservation of animal genetic resources
- ii. Conserve and protect ecological areas for sustainable land use.

## **10.0 Mainstreaming of Cross Cutting Measures**

HIV/AIDS is rapidly becoming the number one constraint to economic development. The problem requires attention by the Ministry in various ways including modification of extension and research priorities, incorporation of HIV/AIDS related information in extension messages and encouraging introduction of HIV/AIDS in the curricula of livestock training institutions.

Government shall:

- i. Ensure that a critical mass of suitable and adequately trained manpower is produced so as to meet the needs of both the public and private sectors in a liberalized agricultural sector.
- ii. Promote gender equity in resource allocation, focusing on women and young farmers

## **11.0 Protection of Animal Welfare**

The improvement in farm animal welfare often improves productivity and food safety and hence leads to economic benefits. Zambia shall:

- i. Uphold the five freedoms (freedom from hunger, thirst and malnutrition, fear and distress, physical and thermo discomfort, injury and disease and to express normal pattern of behaviour.

- ii. Ensure the use of animal carries with it an ethical responsibility to guarantee the welfare of such animals to the greatest extent practicable.

## **IMPLEMENTATION FRAMEWORK**

### **i. Institutional Arrangement**

The Ministry of Agriculture and Livestock through the Livestock and Fisheries Division is mandated (check in gazette). The Ministry's role in the liberalized market economy remains that of coordinating, facilitating, monitoring and regulating. Government will continue to encourage the private sector to provide livestock services to the farmers.

### **ii. Legal Framework**

The livestock sector is currently governed by the following legislation: the Animal Health Act, Cap. 27, the Prevention of Cruelty to Animals Act, Cap. 245, the Veterinary and Veterinary Para-professionals Act, Cap. 45, the Public Health Act, Cap. 295, the Tsetse Control Act, Cap. 249, the Dairy Industry Development Act Cap.22, Animal Identification Act, Cap. 28, the Pig Industry Act, Cap. 251, the Standards Act, Cap.416, the Science and Technology Act, No. 26 and the Technical Education Vocational and Entrepreneurship Training Act, No. 13. These pieces of legislation will continue to be updated from time to time in accordance with the policy changes and production trends.

### **iii. Monitoring and Evaluation**

The attainment of the livestock policy objectives will be monitored and evaluated through annual reports and the ITCP review meetings. A livestock policy implementation review meeting for the stakeholders shall be held at the end of every three years. The impact of the policy shall evaluate every five years. The policy shall have a national implementation plan of action with key indicators for monitoring and evaluation.

### **iv. Resource Mobilization**

Government will continue mobilizing resources with the support of cooperating partners and other stakeholders for the implementation of the Livestock Development Policy. To ensure effective and efficient utilization of the resources, the government shall continue to strengthen the co-ordination and monitoring mechanism.

## **CONCLUSION**

To develop the Agricultural Sector, it is recognized that there is need for strong public-private partnerships. The public sector will focus on providing services and support to vulnerable small-scale farmers, particularly in the disadvantaged areas. Emphasis will be on such areas as capacity building of farmer organizations, service delivery such as extension, research and well-focused direct support in form of inputs/credit to vulnerable but viable small-scale farmers during the transitional period. The issue of gender in technology dissemination, resource allocation and service provision will be emphasized. The problem of HIV/AIDS will also require various interventions by the Ministry.

The private sector is expected to play a leading role in direct investment in the sector's credit provision, marketing and input supply. It is expected that the private sector together with NGOs and the Ministry will build on the successes scored in the areas of contract farming, extension provision, marketing and breeding and distribution during the initial phase of liberalization of the sector. Special attention will be given to quality control through promotion of grades and standards for inputs and products and technology adoption among small-scale farmers. This will lead to general empowerment of rural communities through income and employment generation. Notwithstanding the emphasis on the development of the small-scale sector, focus will also be put on large-scale agriculture development. The Ministry will facilitate private investment in agriculture and link potential investors to the Zambia Investment Centre and other appropriate institutions. Government recognizes that expansion in commercial farming can attract additional investment in agro-processing, which can have positive, direct and indirect, benefits on the rural poor.

To encourage more investment in the sector, particular emphasis will be placed on facilitating efficient land administration by working closely with the Ministry of Lands. Other key players are the Ministries of Commerce, Trade and Industry, Energy and Water Development, Transport and Communications, Works and Supply, Tourism, Environment and Natural Resources and Finance and National Planning.

The importance of promoting agricultural trade both in the region and beyond cannot be over-emphasized. This is particularly so given developments in: the New Partnership for African Development (NEPAD) through the Comprehensive Africa Agriculture Development Programme (CAADP); the Common Market for Eastern and Southern Africa (COMESA); the Southern Africa Development Community (SADC); the African, Caribbean and Pacific/European Union (ACP/UE) Cotonou Agreement and the World Trade Organization (WTO). Zambia will have to ensure that it takes full advantage of these developments and put in place measures that promote fair and beneficial agricultural trade.

