

Participatory Livestock Policy Development
“Experiences in Collaboration from Orissa, Sikkim and Chhattisgarh”

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Purpose of the paper:

This paper intends to showcase the critical link between the evolution of need based policies and their prudent implementation in the livestock context in India. The paper analyzes the policy arena and details the importance of taking into consideration the interests and involvement of key stakeholders in policy making processes to enhance implementability and ownership. It further discusses the close relation between poverty reduction and livestock development in the Indian scenario and presents the orientation of Intercooperation in this regard, thereby offering a brief outline of select experiences of collaboration in livestock policy development with the State governments of Orissa, Sikkim and Chhattisgarh. The paper also provides ideas for further cooperation efforts in this sensitive and critical area.

I. The Context:

Accelerating growth in the agriculture and allied sectors has remained a key policy concern in India. At present, over 72 percent of India’s population lives in rural areas, and 70 percent of it depends on agriculture and allied activities for livelihood (*Livestock Production and the Poor in India, Birthal et.al*). Livestock contribute to poverty reduction in many ways (*Livestock in Development, 1999*) and enhancement in livestock based livelihoods is considered to be more pro-poor than growth in other sub-sectors of agriculture due to more egalitarian distribution of livestock compared to land (*Mellor 2004*). The government remains the largest stakeholder in this sector and targets a 4% annual growth in agriculture with emphasis on livestock as an important driver of growth in its National Agricultural Policy 2000 by bringing livestock at par with crop production.

IFPRI (*Delgado et.al.1999*) supplements this thinking by predicting a livestock revolution creating high demand for animal food products in India accelerated by increasing population, urbanization and rise in incomes. IFPRI however, warns that if the right frame conditions do not exist, small-holder and landless farmers (*who currently control approximately 75% of India’s livestock resources*) can stand to lose out on these emerging opportunities created by demand driven growth.

Intercooperation’s experiences of working with the government on policy issues in the livestock context in India, indicates that there is an emerging institutional need to move beyond *past* experiences and failures and en-vision for *future* possibilities and collaborations for livestock sector growth. State and national governments aim to seek out solutions that will enhance alignment of vision and goals with community needs. Build trust and gain confidence of community through programme’s and initiatives.

Intercooperation was formed in 1982 and since then has worked closely with the Swiss Agency for Development and Cooperation, in the livestock domain through partnerships focussing on productivity enhancement and technology transfer in the states of Kerala, Rajasthan, Andhra Pradesh, Sikkim, Orissa and semi-government. In these states SDC-IC has played a major role in creating organizations like the Kerala Livestock Development Board (KLDB), Andhra Pradesh Livestock Development Agency (ALDA). State Management Institute for Livestock Development in Andhra Pradesh (SMILDA) among many others. Later IC went on to work closely with governments and allied stakeholders to

enhance preparedness by encouraging them to invest in sound policies and increase investments in neglected sectors.

It is IC's inherent belief that prudent policies can remove obstacles to equitable growth and can promote sector enhancement in both economic and social terms. By facilitating policy development processes as in the case of Orissa, Sikkim and Chhattisgarh, IC aims to help set up the foundations for growth. Intercooperation supported policy development processes since 1998 have been in the form of advisory support to the state governments on how to formulate and analyse policies in a participatory manner, how to ensure that the draft policy framework includes the aspirations of all its key stakeholders and how to determine the financing needed for implementation of these policies. This step-by-step procedure helped the state governments in not just planning prudently but also decentralizing the policy making process-from the board room to the people.

Legislative and government bodies are most effective and are most successful when they focus on strategic activities that guide the future of communities. Whether it is called policy formulation, planning, goal setting or strategic planning, the process of assessing the needs and establishing priorities is a necessary function of governments. It is a powerful process that can be used to build economies, foster citizen support, encourage efficiency, and improve productivity. [Goal Setting in Local Government, ICMA MIS Report, vol. 27, no. 4, April 1995]

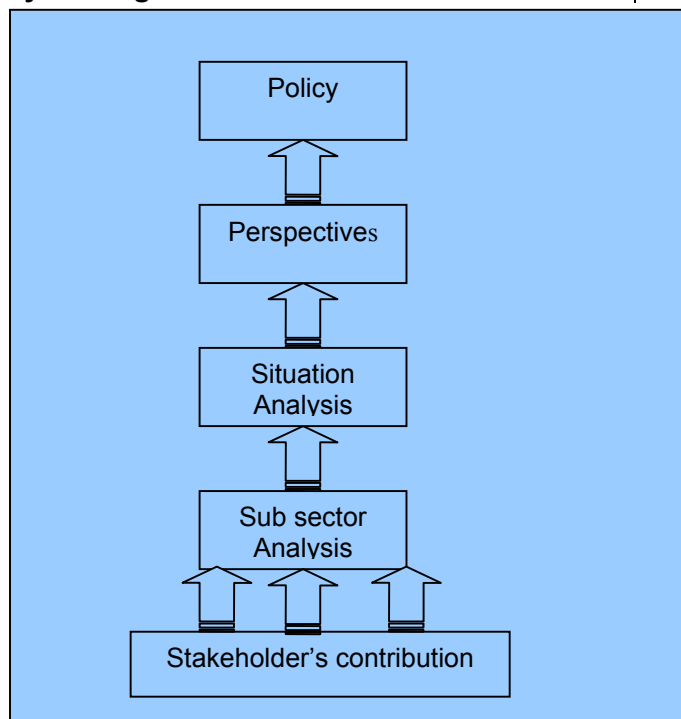
The National Livestock Policy (NLP) Process could well be stated as the first major attempt in setting the policy frame for the livestock sector in India. The SDC and IC, – the long time partners of Gol and the World Bank supported the process. It involved a three tier consultative process spread over some 32 months bringing together a knowledge pool of about 160 professionals, consultants, scientists, policy makers, planners, farmer leaders, cooperators, trade and industry to set the draft policy frame for India.

2. The Participatory Approach towards policy making

The outline as suggested in this paper defines a process developed through various collaborative partnerships for policy formulation entered into by Intercooperation along with the Swiss Agency for Development and Cooperation.

IC-SDC initiated policy development process in Orissa in 1998 which eventually approved by the government of Orissa in 2002. One of the lessons learnt from Orissa is to enhance the participation of grass root level stakeholders and bring more issues and experiences for formulating the policy.

These learning's were applied when the support to Sikkim started in 2003. The policy development process supported by IC-SDC has been approved by the state government in the year 2006. The key learning's learnt from the process related to utilization of indigenous knowledge existing



with local people and building the capacities of stakeholders before initiating policy were introduced in preparing the policy for Chattisgarh. The policy formulation process in Chattisgarh started in 2005 and the draft policy is ready for the approval.

In all three states there is an element of commonality in the process. Which is explained in the above box.

The roadmap often commences with identifying issues that need a policy response and moves through stages of defining the scope of the policy development process, analysing, discussing and finalising the policy, and then suggesting dynamic strategies for implementing and reviewing the policy. The process as in the case of Chhattisgarh, also highlights the need for parallel augmentation in human and institutional capacity to respond to a vibrant policy. Intercooperation's institutional experience reveals that it is important to follow through these stages to ensure that the right issues are addressed, the best available policy response is chosen, the policy is put into practice and its outcome evaluated over time. In this way the governments can ensure that the strategic direction it is setting for the livestock sector is relevant, effective and responsive.

2.1 The Policy Development Process

Various initiatives from the field undertaken by different agencies have provided inputs for policy formulation. The approaches that have contributed to the same are farming system studies, strategies adopted for mainstreaming equal participation of men and women through addressal of gender and equity concerns and approaches towards livestock development through development of farmer organizations.

From the government's side, approaches that has influenced the participatory methodology towards policy making are related to the liberalization of the economy and the concerns of the government that growth needs to be equitable, public sector and public services reforms, analysis of poverty alleviation programmes, natural resources initiatives and food security interventions.

To develop the policy, the following fora were formed in all three states of Orissa, Sikkim and Chhattisgarh:

- **A Policy Steering Committee** was constituted representing heads of the government departments from the green sector (livestock, agriculture, forest, watershed, irrigation) and allied sectors viz. rural & tribal development and planning & finance with a mandate to:
 - Oversee policy development
 - Provide an enabling environment for all key stake holders to participate in the process

Within a policy formulation process the context, setting should encompass the following:

- An assessment of the scope for growth of the sector and the objectives of the Government. This assessment encompasses consideration of the relevant medium to longer term impacts sought..
- Identification of the core problems that in the sector.
- The development of a vision statement to respond to the expectations and growth envisaged from the sector
- A suggestive broad sequencing of key strategies to implement the policy over time.

- Deepen the understanding of the sector as a means of livelihood for the poor and marginalized
 - View the sector in a holistic way under the overall natural resource management frame.
- A **resource team** was formed comprising experienced middle level officers and young dynamic officers from the Department of Animal Husbandry and representatives from NGO's/ CBO's for collecting information related to the sector. This resource team representing different specializations played a critical role in the process. by collecting data on livestock sub-sectors including species wise data, market analysis, pro poor concerns and macro economic perspectives. Data from each sub-sector studies contributed towards the development of a Situational Analysis of the state's livestock scenario. In many cases data was collected at both the primary and the secondary level through field surveys. The Situational Analysis and sub-sector reports were later presented in multi-stakeholder workshops representing farmers, NGO's/CBO's and private sector (feed manufacturers, commercial poultry companies and other service providers) to further validate the data and bring in professional perspectives to the policy.
 - A **consultation committee/core committee** was formed within the department representing senior officers, external livestock consultants and project coordinator. The group had the tasks of:
 - planning the roadmap
 - synthesizing the data collected from multiple sources
 - presenting findings in consultation workshops and to Steering Committee
 - drafting the policy and the indicative perspective plans.
 - Based on the deliberations and suggestions a draft livestock policy was prepared. The draft policy was discussed with the administrators, technical staff, service associations and farmers representatives through workshops, seminars and consultative meetings.
 - The draft policy was further refined duly incorporating the feedback obtained from different fora. The final policy draft along with a indicative plan was presented in workshops with farmers and department officers.
 - Based on the final feedback the policy was further refined and presented to the steering committee for approval. The final policy document was then submitted to the cabinet for approval.

Without clear and need based policies there is potential for inconsistencies, duplication and ineffectiveness. A Policy statement fits into a hierarchy where they represent the highest order of a vision of a state and sometimes also have cross reference to other policies within the state. This means, for example, that the livestock policy would also have co-relation to other public Sector policies on agriculture, gender, forestry among many others. Thus policy making can never be viewed as water tight and consequently the process of making the same needs to represent multiple perspectives and incorporate a holistic vision.

3. Policy Development Experiences in Practice

3.1. Pro-Poor Livestock Reforms : Experiences from Orissa

Orissa serves as Intercooperation's first example of the benefits of participatory policy development. Orissa was the first state in the country to frame a livestock policy in the year 2002 which sought to ensure the welfare of poor and marginalized people living in rural areas and dependent on livestock. It provided them equal opportunities in the development strategy. The policy also emphasized to build the sector leading to improved employment potential, increased income, self sufficiency, in food and food security for the state.

Orissa is one of the poorest states in India with almost half of its population is below the poverty line. Agriculture along with animal husbandry is the most important livelihood activity in rural Orissa where 80% of rural house holds keep livestock and rely upon them for their livelihood and among all cattle are the most popular species. As agriculture in Orissa is highly dependent on work animals farmers keep cattle for production of work bullocks.

Small Ruminants are kept primarily for meat production and have immense livelihood implications on economically and socially weaker sections. This section of people account for eighty percent of small ruminants holding. The infrastructure created by the government has contributed very little to the development of the sub sector. Backyard poultry is part of small holders farming system but had not received adequate support.

The stock taking exercises observed the rapid disappearance of Gochar lands (pasture lands) due to encroachment, privatization and utilization by the government. The disappearance of common property resources has led to overgrazing of existing areas by large herds. Gochar lands with low carrying capacity impact the productivity of animals of small holders who rely upon such lands.

Access to quality services was crucial to enhance the productivity leading to further marginalization of poor farmers. The forward linkage such as marketing services , presence of cold chains, market information and the input services like health and breeding, feed and fodder supply, provision of credit and livestock extension were weak.

3.1.1 Service reforms

The consultation process revealed the perceptions and concerns of different stakeholders including farmers, NGOs, Government functionaries, private players etc.

- Paid services were preferred in a limited way only by milk producers supplying milk to cooperatives. However, their willingness to pay for services is closely related to the quality of services rendered by service provider.
- The farmers expressed a preference for cross breeding (Jersey), upgraded (Haryana, Red Sindhi), natural breeding of buffaloes and conservation of good germ-plasm of local breeds.
- The farmers expressed a need for introduction of improved breeds in goats, sheep and poultry. Strengthening of disease control measures and promoting backyard poultry with a package of practices was also preferred.

- There was a need for quality control in service provided by formal service providers. Their downward accountability in the clients require improvement.
- There was a consensus that a cluster group approach was to be encouraged for sanctioning credit and subsidies in this sector

3.1.2 Market reforms

The poor need specific support and enabling conditions to be able to exploit the market opportunities. This refers to public action to enable poor small holders to have secure and adequate access to basic production inputs such as land, feed and water for animals . The further enabling conditions could be to promote a pro poor functioning of credit market, an efficient and pro poor system of animal health, extension service delivery and adequate access to output markets for small holders.

3.1.3 Key outcomes

As an outcome of the policy development process and the analysis that led to implementation of user charges for veterinary and breeding services. The total collection of user fee was Rs.49 millions with an expenditure of Rs. 16.7 millions between March 2002-2005.

- Creation of an independent agency the ***Orissa Livestock Resource Development Society*** to assume the ownership of breeding infrastructure was an another outcome .
- Privatization of bulk services of AHD in genetic upgradation of cattle and buffaloes is underway.
- Training and extension services were introduced in pilot districts and subsequently replicated in other districts.
- Animal Husbandry Department staff has been capacitated to adapt to new situation of providing services at the doorstep of the farmers.
- The department has strengthened the capacities of the staff in organizing SHGs and working with a multitude of stakeholders

3.2. Policy based on strong analysis and peoples aspirations: Experiences from Sikkim

In the **2003**, the Sikkim government decided to review its livestock sector comprehensively with a view to understand the contribution of livestock to livelihoods, household incomes and rural self employment. Through the institutional collaboration between the Indo-Swiss Project Sikkim (a programme of the Swiss Agency for Development and Cooperation and Intercooperation) and the state government, a policy formulation process was initiated; the prominent features of the policy development in Sikkim was the involvement of multiple stakeholders to augment the research process and outputs for sector analysis.

Various stakeholders namely farmers, field staff, department officers, allied associations, research institutes, officers from government departments representing the Green Sector,

Planning & Finance, Indo Swiss Project and External Consultants contributed to an in-depth process of sector review and analysis. The stakeholders jointly developed a primary and secondary research methodology and maintained a high degree of transparency both for data collection and analysis through several consultations, cross verification of data and current status of various disciplines of livestock in the state.

Equity was a core value in all workshops wherein field worker interacted with the Director of the department and marginalized farmers and women were asked to express their perceptions on the status and problems. All inputs received were respected and documented for analysis.

3.2.1 Secondary data collection:

The Secondary data was collected by the stakeholders from past census, NSSO & CSO data along with AHD figures and a review of other literature. Based on this understanding; sub sector reports were formulated under the supervision of the lead guide.

3.2.2 Incorporation of Farmers perspectives :

In Sikkim, livestock is highly livelihood intensive sector and a major source of supplementary income for rural households. During the policy process, it was becoming apparent that understanding farmer's perspectives was very crucial in developing a sound policy. ISPS along with the AHD thus mounted a primary survey plan that incorporated PRA/RRA, Focused Group Discussions (FGD) and environmental scanning tools to understand the needs of livestock farmers.

Studies revealed that farmers earn about Rs.12,000 per annum by selling milk, live animals and beef from large ruminants ; Rs.1,447 from sheep & goat; Rs.1300 from pigs and Rs.1500 from poultry. Although the income from small ruminants, pigs and poultry sub sectors was not very high, it was a considerable support buffer for the poorest of poor. However, primary research revealed that, these small animal species were the most neglected from the aspect of veterinary services. The main concerns emerged from interviews with poor farmers were low weight gain, high rearing costs and high mortality among small animals.

Access to livestock services was a critical issue for small farmers due to the remoteness of villages in Sikkim. Farmers expressed willingness to pay for services if it were provided at the doorstep and realized the government's limitation to provide services to all villages. This enabled the subgroups to re-visit the policy and promote decentralized, good quality services through diversification into public-private partnerships.

Market emerged as another crucial area where not much had been done except in the dairy sectors where milk cooperatives have been organized for farmer's benefits. This was found to be one of the most critical de-motivation for farmer's to enhance their production scales. Thus farmers, were found to be keeping livestock mainly for home use, agricultural purpose and for manure.

Farmers demonstrated their own preferences on breeding aspects and shared their experiences of improving production of eggs to 120 per annum from local birds and suggested to up-grade the stocks by using local germ- plasm instead of planning for cross breeding.

Based on such primary feedback on the aspirations and needs of the farmers, the policy frames were re-visited and formulated prior to submission to the steering committee. The livestock sector, which so far had only a marginal presence in the economy in Sikkim was made more intensive through the involvement of all stakeholders at farmer → Government → allied departments → policy makers levels and the policy was approved by the cabinet in the year **2006**.

Based on the Sikkim experience, an important learning was that a policy promoting "Democratic efficiency" may sound like an oxymoron, but it is a worthwhile goal because the passion and the inspiration that is created by the process itself is as worthwhile as the policy itself.

3.3. Human and Institutional Development to Support Policy Reforms: Experiences from Chhattisgarh

The Animal Husbandry Department (AHD) of GoCG is mandated with providing veterinary health services; improving the breed of livestock; preservation and development of indigenous species; and extending the benefits of livestock cultivation to the poorer sections in the state.

CALPI (A Programme of IC and SDC) and its local partner CARD have been partnering with the state government through a process of policy formulation that would ensure a wider and effective participation of stakeholders and which would thus lead to full ownership and implementability of the policy evolved.

The Background

Through a Memorandum of Understanding (MoU) between the Government of Chhattisgarh (GoCG) and CALPI (IC-SDC) for the latter to assist the GoCG in its formulation of the Livestock Policy and suggestive perspective plan for the state, the two agencies have been collaborating since Nov, 2004. CALPI (with its local partner NGO, CARD) has been assisting the GOCG with the Livestock Sector Review and Policy Development (LSRPD) process, comprising:

- a) **Livestock Sector Review Exercise (LSRE)**, including sector studies, and situational analyses carried out by resource groups comprising Animal Husbandry Department (AHD) officers, with assistance from external expertise; and
- b) **Capacity Building**: of the AHD officers and allied stakeholders, for them to actively participate in policy development and implementation.

3.3.1 Capacity Development as a prelude to policy formulation:

Prior to the initiation of the policy development process, a sensing mission that visited the state highlighted important constraints hindering livestock development in Chhattisgarh. It opined that in order for the livestock policy to be sustainable and implementable, there was a need to have very strong and sincere political and administrative capacity and will to propel livestock development as a livelihoods tool prior to the actual initiation of the policy process itself.

Further analysis and interactions with field staff revealed that there was excessive pressure on AH officers due to a shortfall in number of trained departmental personnel. The Livestock Unit (LU) per trained person ratio was approximately 13,000 animals. Due to this high workload, staff were not able to show the necessary passion towards the policy development

process. Another issue that emerged was that of de-motivation due to stagnation in one post for almost 20 years with rare opportunities for professional development and training. What was also fairly evident was that other than a few examples, there was inadequate interaction between the AHD and other key stakeholders of the livestock sector like NGOs and farmer's organizations and the mindset was not livelihood oriented focusing on using livestock as a powerful instrument for poverty reduction. Hence to bring key stakeholders and their representatives to the table for policy debate and policy formulation, a preparedness was much required.

A capacity development plan was mounted by CALPI in November 2004 to bridge this gap, nearly one year **prior** to the initiation of the policy development process. Stakeholders (who were divided into the resource group and the larger policy implementation group), were sensitised through trainings on rural development, facilitation skills, participatory technology development, livestock sector management, entrepreneurship and micro enterprise development, extension, communication and IEC approaches among many others. Collaborative partnerships with apex institutions like Xavier Institute of Management, IRMA and MANAGE were established in this regard.

Often larger policy shifts and institutional arrangements at the top are considered enough to attain major as well as minor developmental gains. Unfortunately, the realities at the field level are different and staff capacities to implement programme mandates are limited. Lessons are rarely learnt due to unwillingness or inability to learn from the previous developmental experiences of government and donor-funded projects.

Study cum exposure visits were organized to different livestock-livelihood related projects across the country including the Vishakha Livestock Development Agency, MYRADA, NESTLE, NDDDB and BAIF to see successful models in livestock management. A decentralized model of **peer -sharing** was developed wherein each member attending a training or exposure visit was mandated to organize district level sharing events with relevant stakeholders.

In August 2005, the empowered resource group members began the state livestock sector review by dividing themselves into 8 sub-sector study group. Their new found experiences and orientations, enabled them to move away from their technical bearings, to appreciate their work in the larger poverty alleviation domain. The trainings also equipped the resource group to understand the processes involved in the development of a livestock policy and motivated them to undertake primary research, document case studies from the field, organize district level policy hearings and envision a strong role for themselves as policy makers and implementers.

As part of policy formulation, a special policy sub-group worked on Human and Institutional Frames and with the help of their guides, developed a sound HID strategy plan for their department. Furthermore, the outcomes of the capacity development efforts motivated the resource group to ask for a special section on HID in the policy draft. This section speaks of the need to restructure and re-energize existing organizational and institutional set-up in the livestock sector to improve its efficiency in Chhattisgarh; and promote new institutional models to accelerate the growth of the livestock sector.

3.3.2 Key HID frames emerging in the draft livestock policy:

- Improve staff skills in management, working with communities and additional skills in project planning, implementation monitoring/evaluation and documentation and enhance the effectiveness of services, through development of process and organization skills within staff along with strong technical knowledge.
- Set up a HID Cell to function as a planning and monitoring hub for AHD personnel and their professional development for the department.
- Establish functional linkages through a supportive administrative framework to further the objectives of the livestock sector policy with important line departments like Panchayati Raj, Rural Development, Health Care and Agriculture along with NGOs and CBOs down to the village level.
- Set up an empowered decentralized district Level Committee on livestock resource development to disseminate breeding and animal health services in the districts and monitor the development and funds generated.

Most importantly the policy itself speaks of poverty reduction as one of its primary goals and envisions livestock sector growth with a human face. The draft policy has a renewed focus on improving the livelihood and self-reliance of the poor and other underprivileged sections of the rural society through sustainable development of the sector.

The challenge before the livestock sector in Chhattisgarh is to make a scale-shift from subsistence-oriented animal husbandry to enterprise oriented and economically vibrant livestock management. Developmental activities of the sector will therefore pre-occupy the state in the future. Human and institutional capacities in the sector thus need to be oriented to cater to this long-term development mission. In parallel, there is need for such capacities within the department that enable livestock owners to learning and applying new methods of livestock management that accrue them immediate economic benefits.

(Somnath Sen, Irfan Rizvi, Human and Institutional Development Report for AHD, GoCG -2006)

Based on the aforesaid experience, it is important to mention that the concept of policy making is viewed in most cases as an “oversimplification” that never really intends to separate policies from actual realities (Waldo, 1992), wherein the truth is that the symptomatic relationship between the two is of highest significance for right transformation.

Since good policy is defined as “synoptic and long-term, strategic and proactive, crosscutting and substantive” (Peters, 1996) this can obviously be achieved only through solid human and institutional arrangements to facilitate the policy-making process. Therefore, CALPI’s experiences strongly suggest that the “administrative man” or the “field officer” has to come out of their bounded rationality and hold the capacity and acumen to propose effective ways for achieving policy goals. In our experiences, both policy formulation and its implementation should be considered phases of the same process (Parsons, 1995) that requires specialized resources, diverse tools and innovative mechanisms for coordination.

4.0. Salient features of the policy:

4.1.1 Goals: Orissa

To capacitate the marginalized sections, especially women , SCs and STs with supplementary inputs and services, so that they are enabled to have equal access to the opportunities offered

4.1.2 Strategies

- Enable small livestock holders to maximize livestock income so that they can make a difference between subsistence to progressively viable farming system.
- Redesign and reconfigure the input delivery service under the Government to serve as a protective armour around the small producers and their subsistence farming systems.
- Equip and empower the small producers with information and skills to maximize returns, through appropriate technologies and self help approach to problem solving
- Promote and nurture grass root level participatory bodies all over the state, organic link between the department and small holders.

4.2.1 Goals: Sikkim

Enable the small producers to actively participate in the process of development by equipping them with appropriate skills and technologies to transform the growing challenges of the market place into opportunities to build comparative and competitive advantages through improved livestock quality and higher productivity.

4.2.2 Strategies

- Equip and empower the small producers with information and skills to maximise returns from their household livestock enterprises through appropriate technologies and self-help approach to problem solving.
- Promote and nurture grass roots level participatory bodies all over the state, as the organic link between the department and the small holders.
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- Enable the village institutions created under the new livestock sector policy to evolve as independent farmer to farmer livestock extension mechanisms in each village: totally outside the government, decentralised, sustainable, live & continuing and completely integrated in the village community.
- Redesign and reconfigure the input delivery services under the government to serve as protective armour around small producers and their subsistence farming systems.
- Enable grass root level organisations like Milk Producers Cooperative Societies, CBOs, Self Help Groups, PTD to act as organic link between the Department and the small holder, particularly the departmental institutions at the Gram Panchayat

and Block Level. Also they should function as the change agents for motivation, skill training, extension coordination and value addition wherever necessary.

4.3.1 Proposed Goals: Chattisgarh

- Enhance growth of livestock sector by improving efficiency in production, service delivery systems, marketing and processing to build up a self-sustained livestock economy that enhances income and employment opportunities, and food and nutrition security of the large masses and absorbs risks of crop failure.
- Empower the underprivileged, especially women and resource poor rural households to participate in the livestock production process to reduce poverty and social economic inequalities.
- Minimize negative externalities of modernization of livestock sector to ecology through appropriate technological, institutional and policy interventions. Conserve and develop the indigenous livestock and poultry bio-diversity in situ preferably with community participation.
- Ensure that the process of modernization takes place within the confines of the cultural and religious ethos of the society.
- Promote the existing scope, potential of livestock as per the needs and requirements of the different agro-climates.

4.3.2 Proposed Strategies

- Lay special emphasis to enhance contribution of livestock and livestock sector to reduce poverty among the poor, women and underprivileged sections of the society especially in the underdeveloped regions.
- Enable more rural and peri urban households to use and enhance livestock production as a viable livelihood option which can ensure improved income, balanced family diets and generate employment.
- Improve livestock producers' access to animal health services by strengthening and restructuring the public delivery system.
- Promote accessibility of farmers to quality breeding services. Enhance capacity of the breeding system to improve productivity of livestock through appropriate breeding policy and plan by integrating traditional and modern approaches and technologies across the full range of available production systems within the agro climate zones.
- Encourage the growth on the basis of the demand of livestock products viz. milk, egg, meat and draft accommodating structural changes in the livestock sector in a balanced way; such that all species of livestock are allowed to grow and develop in proportion to their growth intensity and potential to enhance livelihoods.
- Improve livestock producers' access to financial services including institutional credit and insurance to enhance their capacity to invest in livestock and cope up with unforeseen calamities

- Improve production of livestock products; ensure access to market through institutional policy and encouraging processing and marketing of livestock products through cooperatives and private sector support.
- Ensure ecological and environmental sustainability and enhance positive interactions between livestock and environment in the process of modernization of livestock sector through appropriate policies and programs.
- Improve feed and fodder resource by capacitating livestock producers and local bodies through provision of information, skills, technologies and management.
- Strengthen livestock research and its linkages with extension system to improve livestock producers' knowledge and access to new developments in research
- Restructure and re-energize existing organizational and institutional set-up in the livestock sector to improve its efficiency; and promote new institutional models to accelerate the growth of livestock sector.

5. Key Learning's and Recommendations

1. **Stakeholder participation** in any policy undertaking should never be underestimated. Because of public consultation and participation in the Livestock Policy Development Process, stakeholders greatly contributed to the success of the process and felt empowered as their opinions and suggestions were incorporated. Having ownership of the Policy made them more interested and supportive in ensuring its success.
2. The policy development processes brought about much needed **convergence** among **allied line department** of Rural Development, Forest, Cooperation, Finance and Planning.
3. On the process **IC experiences** are very different. In Orissa, the process was more project driven. In Sikkim the participation of all stake holders was ensured, however, external influence could not be totally avoided. In Chattisgarah, the process started with thorough sensitization of stakeholders by exposing them to HID aspects leading to a more participatory process than in the earlier two states. Thus the process of policy making isn't water tight and has the scope for growth and innovation.
4. Having an **explicit and transparent process** is essential to improve the quality of the policy. With an explicit process all participants know the standards that they must meet, at each stage of the process. For example, in the policy process in Chhattisgarh, the resource group was informed of their terms of reference and scope of contribution. What was also made clear was when they should expect to be consulted and the level of that consultation. This knowledge enabled such them to be aware of the big picture and have clarity on their own role.
5. **There is no question that effective policy-making a focus on the process.** But in the end, it requires decisiveness too. In our experience, while interest groups value the opportunity to participate, they also expect efficiency in the process of analyzing issues

and bringing them to resolution. This is especially relevant to data efficacy and representation of everyone's perspectives in the policy.

6. The **capacity for policy-making and policy implementation** depends not only on administrative leadership but to a great extent on the human and institutional arrangements that facilitate such processes. The example of Chhattisgarh shows that without proper and efficient cadre of 'policy makers and implementers', policy results remain weak. An example in case is thus made of the role effective capacity development can play to enhance policy ownership and policy implementability.
7. Despite all efforts **specific community interests** may place a higher priority on a particular policy goal. With multiple interest groups involved in the policy process, there is a tendency to **not take radical steps** rather an orientation to make small policy shifts. Some stakeholders voice frustration because they believe that the policy-making process should produce more dramatic changes. On the other hand, seemingly minor changes in the short-term can have enormous long-term impacts.
8. **Failure to have the right information can impede decision-making.** Government officials are often faced with **information overload**. Too much information can create uncertainty and weaken decisiveness. Concise, well-organized data and analyses can facilitate the decision-making process.