

# Implications of the Structural Adjustment Program on Human Security in Zambia

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**Abstract:** This article stems from a study done on the implications on human security of the victims of the Structural Adjustment Program (SAP) implementation during the era of President FTJ Chiluba in the 1990s. SAP was implemented as a way to reform the non-performing State-Owned Enterprises (SOEs) at that time. This implementation of SAP was in adherence with the requisite conditions for an economic bailout package for Zambia by the World Bank. In a case such as the Zambia Airways, workers were brought into the world of unemployment overnight and unprepared because the declaration of the closure of the firm was abrupt. Adopting a qualitative research design and using focus group discussions as sources of data for this research, the aim of the study was to gain an insight into the experiences of the persons who lost employment during the implementation of the reform. In doing this, the study sought to appreciate the possible correlation between the implementation of SAP and the extinguishing of human security of the victims of the reforms. The study concluded that indeed the human security of the people who lost employment was shattered. It is recommended that in the event of implementation of such reforms in the future, certain social safety nets must be in place in order to defend and safe guard the human security of citizens.

**Keywords:** Structural adjustment program, public management reforms, new public management, human security, state owned enterprises.

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## I. INTRODUCTION

The history of public management reform can be traced back to the 1980s when many governments around the world adopted the new public management (NPM) philosophy (Hood, 1995, pp. 93-109). The goal of adopting reforms was to modernise the operations of the public sector, to ensure efficiency and effectiveness as it was becoming more apparent that public sector enterprises had slid into inefficiency and ineffectiveness due to bloated workforces, failure by government to recapitalize these firms and inability by the managements to run these enterprises profitably.

Hood (1995) states that the rationale for espousing NPM reforms was the view that embracing a market orientation in the public sector would lead to reduced cost of doing business while enhancing productivity and efficiency. Implementing NPM demanded a complete paradigm shift for both government and the citizenry, as the implementation of the reforms meant a complete shift in the manner in which public enterprises were run, to emulate the private sector.

Public management has been linked to the administration of policies and programmes of government as well as the management of public workers, who are non-politically appointed persons responsible for the implementation of the various government programmes. This is the traditional view of public administration. However, modern public administration is an offshoot of classical and liberal philosophy that advocates: [1] Separation of politics and administration, [2] Comparative analysis of political and private organizations, [3] Improving efficiency with business-like practices and attitudes toward daily operations within public entities. [4] Improving the effectiveness of public service through management, [5] Training civil servants and ensuring their performance is assessed on the basis of performance and merit.

In order to achieve the above, many jurisdictions opted to embrace and adopt the New Public Management (NPM) philosophy that was becoming a trend (Osborne & McLaughlin 2002, p.7). For instance, in the United States of America, the Bill Clinton Administration, between the years 1993 and 2001, adopted and transformed federal agencies with tremendous success using the NPM approach under the guidance of then Vice President Al Gore.

In Zambia, SAP was adopted as a tool for reforming the public sector, especially the parastatals or state owned enterprises following the requirements demanded by the World Bank to do so as a way for the country to qualify for an economic bail out package (GRZ, 2004). The reforms required an overhaul of the public sector bureaucracies through disaggregation by segmenting large entities into fragmented ones and then privatising these smaller units to promote efficiency, relieve government of the operational cost burden, enhance business acumen and expand profitability. The former Zambia Consolidated Copper Mines (ZCCM), the once gigantic copper mining conglomerate owned by the Zambian government domiciled predominantly on the Copperbelt Province of Zambia. Individual units of ZCCM were dismantled into smaller units and these units were privatised can be cited as a case in point. For example, the power division of ZCCM was segmented and privatised to what is now known as Copperbelt Energy Corporation (CEC).

The ZCCM report of 1997 demonstrated that employment within the firm's core divisions stood at 56,500 as of 1992. By the end of 1997, the number of staff at ZCCM itself had fallen to 32,600, a drop in employment of nearly 24,000 (42.3%) in just about five years. Only a modest part of the fall in ZCCM staff levels is attributed to the transfer of former ZCCM operations to the private sector. This transition accounts for some 7,300 employees. The true cost of the rationalization program at ZCCM saw the outright loss of 17,000 jobs to redundancies, termination or non-renewal of contracts as well as early retirement.

Other public firms such as the Zambia Airways were altogether liquidated and assets sold on the basis that it could not be salvaged. In the process of both privatising and liquidating, lost their employment. About 1300 people were rendered jobless at the time of the liquidation of Zambia Airways (ZPA Report 1997). Although job losses are considered inevitable when implementing reforms such as SAP, the case of Zambia was because at the time, the process was poorly managed. Furthermore, there were no social safety nets on which the separated workers could fall back on for their livelihoods.

The home economies of these employees suffered a tremendous blow with the instance loss of employment. The platform on which they stood as their source of livelihood was pull from under their feet. Most of them survived from payday to payday. They had no personal reserves to survive on with the loss of employment. In the case of Zambia Airways workers for instance, the training qualifications that they possessed were only suitable in an organisation of that nature. Thus seeking employment elsewhere was going to be difficult if not impossible. Their state was clear that of extinguished human security. Their economic, social, health and personal security was lost overnight.

Human security is an emerging paradigm for understanding global vulnerabilities whose proponents challenge the traditional view of national security (Paris, 2001). Proponents of human security argue that the proper referent for security should be the individual rather than the state. The new view of security proposes a people-centered rather than a national, regional and global stability viewpoint.

Critics of the new human security paradigm have stated that its vagueness undermines its credibility and effectiveness (Tadjbakhsh & Chenoy 2006). Critics have further stated that the concept human security has become nothing more than a conduit through which special interest groups and activists wishing to promote specific agenda, but has not proved of any assistance to the research community to understand what security really means.

According to MacFarlane and Khong (2006), human security has seven aspects to it and they are the following: [1] Economic security: This implies that an individual has to have an assured basic income notably from productive and remunerative work or, as a last resort, from a publicly financed safety net. Therefore, an unemployed individual may feel economically insecure due to a lack of an assured basic income. [2] Food security: This implies people should have the physical as well as economic means to access to basic food. A lack of purchasing power and also poor distribution of food are the two main reasons people have no access to food, according to the United Nations. Therefore, people need the economic ability to buy food in order for them to feel secure. [3] Health security: This implies the guarantee of minimum protection from diseases and unhealthy lifestyles. People need access to health care in order for them to feel secure. [4] Environmental security: This implies protecting people from the short- and long-term ravages of nature, man-made threats in nature, and deterioration of the natural environment. A lack of clean water in the developing world and threats of pollution in the developed world threaten environmental security on the people. [5] Personal security: This implies

personal security and protection from physical violence, whether from the state or external states, from violent individuals and sub-state actors, from domestic abuse, or from predatory adults. [6] Community security: Community security is about protecting people from the loss of traditional relationships and values and from sectarian and ethnic violence. Traditional communities, particularly minority ethnic groups are often threatened. [7] Political security: This implies concern with whether people live in a society that honours their basic human rights or not.

Human security promotes freedom from want as an integral part of the school of thought, and when coupled with freedom from fear sustains a holistic proposition for human security (Tadjbakhsh 2007). Furthermore, proponents argue that freedom from want and fear must be extended to include hunger, disease and natural disasters because they are inseparable concepts in addressing the root of human insecurity. These threats claim more lives than war, genocide and terrorism combined.

Implementation public reforms in developing countries such as Zimbabwe and Zambia, however, yielded adverse outcomes. Zimbabwe, like Zambia, adopted SAP following demands by the World Bank to reform the public sector. Privatising state owned enterprises led to massive retrenchments with inadequate safety nets for the retrenched, thereby greatly undermining the welfare of these individuals (Zhou & Musunugwe 2006).

As an example, Air Zimbabwe retrenched over 300 workers at the time of its commercialization in 1994 as a result of adopting the reform programs. Another company, the Cotton Company of Zimbabwe (CCZ), in 1994, reduced its workforce from 3,000 to 500 in a bid to enhance efficiency. This meant that 2,500 of the workforce of CCZ no longer had gainful employment. In 1998, the Grain Market Board of Zimbabwe retrenched half of its 2,500 workforce, rendering 1250 people unemployed.

The provision of services in Zimbabwe generally experienced a tremendous slump. For instance, following the outsourcing of the refuse collection services in Harare, for instance, resulted in garbage not being collected for days on end (Zhou & Musunugwe 2006).

Timothy Stamps, then Minister of Health of Zimbabwe stated in *The Weekly Mail* of October 10<sup>th</sup>, 1993 that: "The biggest health crisis is the inevitable decline in the standards of living as a result of the implementation of the Economic Structural Adjustment Program. We have this deal that health care should be paid for, but these costs cannot be borne by the average family."

Furthermore, Minister of Mines of Zimbabwe at the time, Edison Zvobgo, commenting on the failure of the Structural Adjustment Program stated: "The health policy must be changed from 'Health for All by the Year 2000' to 'Death for All by the Year 2000'".

Zhou and Musunugwe further argue that the experiences in Zimbabwe and indeed across Africa irrefutably demonstrate that the decision to adopt neo-liberal development was unfortunate. Not only did the reform programmes impact negatively on the welfare of the Zimbabwean majority, but also sustainably reversed most of the gains in the first decade of independence with respect to the provisions of and majority access to education, health, and other social services.

With the alarming statistics of job losses reported, It was important, therefore, to carry out a study to investigate the implications of the reforms on human security The study was aimed at investigating the impact of job losses as a result of implementation of the public sector reforms such as SAP.

## **II. RATIONALE FOR THE STUDY**

The gravity and extent of suffering of the victims of the reforms, including spouses and family members abandoning them, illness, depression, premature deaths and so forth motivated the carrying out of this research. This paper emanates from the research that investigated the implications of SAP on the human security of the retrenched employees in Zambia.

## **III. RESEARCH QUESTION**

The main research question sought to gain an understanding of the implications of public sector reforms on human security and how do they contribute to violent conflict in any given society? The sub-questions used to collect data were: [1] Does the implementation of public sector reforms (administrative dimension of structural adjustment program) threaten the economic security of former workers of these SOEs? [2] Does the implementation of public sector reforms threaten other human security aspects of former workers of these SOEs?

#### IV. RESEARCH DESIGN AND METHODS USED

In order to effectively achieve the overarching objective of this study, a qualitative design was adopted. Data was collected from the sampled former employees of selected State Owned Enterprises (SOEs) in who participated in focus group discussions. A total of 20 participants were sampled from the two (2) SOEs namely; Zambia Airways (liquidated), and ZCCM (fully privatised). The participants were sampled using snowball sampling (Goodman, 1961, pp.148-170). This kind of sampling was preferred as the researchers did not know most of the respondents but relied on one or two that were known who went on to invite their previous co-workers. The FGDs were conducted in a quiet conference room with a moderator guiding the flow following the set research questions. Collier and Bornman (1999, pp.133-166) suggest that it is important that a neutral moderator guides the discussions. The role of the moderator is to trigger the flow of the discussions. The discussions were free flowing. The rationale behind adopting FGDs as the primary data collection tool was that the respondents had a chance to share in more detail their experiences and to explain their points of view at every given point (Collier & Bornman). Interviews or questionnaires would not have allowed the respondents greater freedom to share their experiences. The discussions were video recorded and scripts were transcribed afterwards from which themes were drawn. This is referred to as thematic analysis, a qualitative data analysis tool that develops themes (Braun & Clarke, 2006, pp. 77 – 101).

The second part of data collection was done through in-depth interviews. The in-depth interview as a tool for collecting data was used targeting experts at strategic institutions that were either involved in the restructuring process, underwent the restructuring process or were brought into being after the restructuring process. Two experts were interviewed: A human resources expert from the Zambia Consolidated Copper Mines Investments Holdings (ZCCM-IH) and a training expert from Future Search were interviewed.

The key questions to the experts were the following: [1] What impact did the reforms have on the affected employees? [2] What policy and/or operational suggestions would you put forward for the future in order to either ease or abet the negative impact of public administration reform programs? The in-depth interviews were conducted in the offices of the experts themselves, where this researcher visited these experts and sort an audience with each one of them.

#### V. THE FINDINGS

##### *A. Findings from the Focus Group Discussions*

The study sought understanding of the implications of public management reforms on human security. FGDs were conducted to collect data. The findings from the FGDs were analysed using thematic analysis. The findings and results are presented using the sub-questions that guided the research, which are now referred to as themes. The sub-questions used to collect data were:

##### *Theme 1: Undermined Economic Security*

According to the International Labour Organisation (ILO), economic security is a state of having a stable source of financial income that allows for the on-going maintenance of one's standard of living currently and in the near future. The International Committee of the Red Cross (ICRC) defines economic security as the ability of individuals, households or communities to cover their essential needs sustainably and with dignity. This can vary according to an individual's physical needs, the environment and prevailing cultural standards. Food, basic shelter, clothing and hygiene qualify as essential needs, as does the related expenditure; the essential assets needed to earn a living, and the costs associated with health care and education also qualify. Economic security can also be attained, as a last resort though, from a publicly financed safety net such as government funded social security. An unemployed person may feel economically insecure due to a lack of an assured basic income. Without the assured basic income, the individual may not be able to provide for his family as well as his personal needs.

In order to realize food security, an individual must have the physical as well as economic means to access basic, nutritious food. When an individual's purchasing power has been compromised, he or she will no longer be able to have access to basic nutritious food. A lack of purchasing power compromises one's ability to also access good health services. Therefore, people need the economic ability to access and buy food, as well as being able to take care of themselves and their families' health needs.

In this study, economic security extended to cover food as well as health security because the participants in the focus groups made a strong case about their link and interconnectedness. The participants stated that after loss of employment, some attempted to seek employment elsewhere, managed to secure the employment, but were soon victims of further

reforms because the companies they joined suffered liquidation as well. The case in point was that of employees who lost their employment with the liquidated Zambia Airways, got employment with the newly formed Aero Zambia, which unfortunately was also liquidated. Hence they immediately found themselves unemployed again.

Therefore, because of the challenge of unemployment, the participants indicated that theirs was never an easy life as they had gone for up to three days at times without having food to eat at home due to lack of economic means to purchase food. Some respondents attributed their survival to God's grace, saying that they find strength in the Bible verse about asking and being given, seeking and finding and knocking and the door being opened. They stated that life was actually impossible without God's intervention in their lives.

As they discussed their economic situation, the discussants could not suppress their emotional distress as a result of lack of employment as they had found themselves in situations where they could not even afford to buy for themselves basic food, clothing, secure electricity and other basic necessities. In some instances, accessing clean water through the water utility company supply was impossible. Those who resided in Lusaka for instance could not cope with water bill payments to the Lusaka Water and Sewerage Company, and therefore had their water supply disconnected, leaving the families with no option, but to resort to dugout wells for their water needs at home. They said they had lost all human dignity.

Furthermore, due to compromised economic security, the resultant effects extended to the health security of the individuals. This is due to the fact that as unemployed persons, they were no longer able to access health services both because they were no covered under any medical insurance, and also because they were no longer able to pay for their medical services.

From the submissions, the participants stated that even simple and cheap medication such as the cheapest pain killer panadol had become impossible to procure. Health security is a significant aspect of human security in that a diseased and unhealthy individual cannot live a fulfilled life. Health security implies the guarantee of minimum protection from diseases and unhealthy lifestyles., according to the World Health Organisation (WHO). All human beings need access to health care in order for them to feel secure.

The extent to which the health security of the focus group participants was compromised was summed up by these individuals in the discussions in this manner, that nearly 75 per cent of the former Zambia Airways employees had died since leaving work in 1994, mainly due to a lack of proper medical care in times of sickness, as they were not able to meet their basic medical bills.

Some participants indicated that when they were still in employment, they enjoyed exclusive and special medical services at medical clinics prescribed by the employers, where they received top end medical attention. However, after losing employment, they could no longer access this kind of medical attention. After the closure of Zambia Airways for instance, the employees had to start going to public medical centres, where they were required to pay for the services from their pockets. The discussants indicated that this was partly the reason why most of the former workers lost their lives.

### ***Theme 2: Undermined Political and Community Security***

Under theme 2, community and political security distinctly came out in the FGD interviews. Community security is about protecting people from the loss of traditional relationships and values and from sectarian and ethnic violence, according to the United Nations Development Program (UNDP). Traditional communities, particularly minority ethnic groups often suffer threat to community security because of their vulnerability at the hands of stronger groups.

In commenting on community security, participants described how, due to loss of employment their families disintegrated. Following the moderator's line of questioning seeking to know whether any of the discussants had undergone a situation where their families, immediate or extended, deserted them due to loss of income, the discussants stated that some of them had the unfortunate experience of being deserted by their own spouses. Some of them had their spouses vacate their matrimonial home without indicating where they were going.

Others were deserted by their spouses who took away all the household items and also the children claiming that their husbands were incapable of providing for them and their children and therefore, there was no need to continue keeping up with them. Some other respondents said that in their cases, it was evident how love and affection started to dwindle in their marriages and homes a little while after losing employment that their spouses were taking the loss of employment issue a little too hard. They indicated how difficult it was psychologically to deal with insults on a daily basis, from their wives who constantly told them how useless they were for not bringing any income home.

One of the participants was emphatic about his experiences and stated that his wife relocated from their home and went to an undisclosed place. He experienced homelessness for a total of seven months as he was unable to rent a house of his own at that time having depended on his wife, who worked at one of the government ministries for accommodation, but had at that point deserted him. He stated how he relocated from place to place, squatting with some sympathetic friends and distant relatives who also could not keep him for long periods of time.

The participants stated that the majority of their colleagues, especially the former employees of liquidated Zambia Airways, had died in numbers due to the immense sense of community insecurity, the disintegration of their families and homes, and the sense of uselessness that they felt as a result of undergoing all those challenges. The unstable family situations where wives changed their attitudes towards their husbands and endeavoured to take the children away from their fathers as well left most of these victims of the reforms desperate, lonely and in some instances destitute. Most spouses scandalised these men within the community and made them look as if it was their fault that the loss of employment was their fault and that they were not doing enough to seek new opportunities. The participants stated further that due to loss of employment, even friends in the community were few. They were faced with a situation where friends had dwindled, even those friends that were close at the time they were still in employment.

Another human security aspect that suffered as a result of public sector reforms was political security of the victims. Political security implies the sense of security that people feel when they realize they exist in an environment or society that honours and respects their basic human rights as people. When the sense of political security is lost, people lose their trust and confidence in the political system and in the political leaders. In order for people to participate in the political process and in order for them to support their political leaders, they need to enjoy the sense of political security.

The participants accused the Government of the Republic of Zambia for being cruel and insensitive in the manner in which public reforms were implemented. They listed a number of things that demonstrated lack of care by the government. For instance, it came to light in the discussions that former Zambia Airways workers were given 12 months in which to pay for the houses they lived in, failure to which the houses would be sold out to other people. In the meantime, the separation packages were not paid to these former workers, leaving them wondering how Government expected them to meet the 12-month deadline in which to pay for the houses.

The participants also said that the Government failed to recognise and appreciate what the professionals did for the public enterprises that were under reform. For instance, one participant stated that after working for 26 and half years for the public enterprise, he could not understand why Government treated him and others like criminals. He reveals that the morning after the announcement by Government of the closure of Zambia Airways, the paramilitary police were stationed at the offices and were chasing whoever wanted to enter the offices at Ndeke House. The workers were not allowed access into their former offices to pick up their own personal items.

Another aspect discussed in the FGDs was the extent of Government's insensitivity to the plight of the victims of the public reforms. It was revealed in the discussions that, for instance, at the time of the liquidation of Zambia Airways, the Zambian Government had not repealed the colonial British company liquidation law that entitled a laid off worker to only British Sterling 200, that at the time of independence in 1964, had been converted to Zambian Kwacha 200. Therefore, in 1994 at the time of the liquidation of Zambia Airways, the workers who lost their employment were entitled to ZMK200 only. The participants bemoaned Government's insensitivity and wondered how anybody would think of another person being laid off with ZMK200.

Commenting further on the government's lack of care for the laid off workers, another participant said that the government only gave a year in which sitting tenants were allowed to purchase the houses they lived in, particularly in the case of Zambia Airways.

### ***B. Findings from the in-depth interviews***

The interviews were conducted with experts from two organisations, the Zambia Consolidated Copper Mines – Investment Holdings (ZCCM-IH), Future Search.

The human resources expert from ZCCM-IH interviewed started by giving an abridged history of the organisation by stating that its predecessor, the Zambia Consolidated Copper Mines (ZCCM), was formed by a gradual process of nationalization and corporate concatenation which began in January, 1970. A major switch in the structure of Zambia's economy came with the Mulungushi Reforms of April 1968. In that year, the government declared its intention to acquire equity holdings (usually 51% or more) in a number of key foreign-owned firms, to be controlled by a parastatal conglomerate named the Industrial Development Corporation (INDECO).

By January 1970, Zambia had acquired majority holding in the Zambian operations of the two major foreign mining corporations, the Anglo American Corporation and the Rhodesia Selection Trust (RST); the two became the Nchanga Consolidated Copper Mines (NCCM) and Roan Consolidated Mines (RCM), respectively. The Zambian government then created a new parastatal body, the Mining Development Corporation (MINDECO). The Finance and Development Corporation (FINDECO) allowed the Zambian government to gain control of insurance companies and building societies. However, foreign-owned banks (such as Barclays Bank, Standard Chartered Bank and Grindlays) successfully resisted takeover.

In 1971, INDECO, MINDECO, and FINDECO were brought together under an omnibus parastatal, the Zambia Industrial and Mining Corporation (ZIMCO), to create one of the largest companies in sub-Saharan Africa, with the country's president, Kenneth Kaunda as Chairman of the Board. The management contracts under which day-to-day operations of the mines had been carried out by Anglo American and RST were ended in 1973. In 1982 NCCM and RCM were merged into the giant Zambia Consolidated Copper Mines Ltd (ZCCM).

But after nationalisation, copper prices started declining, oil prices increased and the effects of using the mining industry as a cash cow started showing. Copper production in Zambia plummeted – from its peak of 750,000 tonnes in 1973 to 230,000 tonnes in 2000.

Zambia Consolidated Copper Mines (ZCCM), which operated ten mines, three smelters, two refineries and a tailings leach plant. ZCCM was owned by Zambia Industrial and Mining Corporation (60.3%), an Anglo-American subsidiary ZCI Holdings (27.2%), RST International (7.0%) and the public (5.5%). ZCCM was sold in 1998 for just US\$627 million, split into 7 units, including Konkola Copper Mine (\$25 million), Kansanshi Mine (\$28 million), Luanshya Mine (\$35 million), Chibuluma Mine (\$17.5 million), Chambishi Mine (\$20 million) and others. The low price was criticised for being a result of bribery and corruption – with Anglo-American, which sat on the board of ZCCM, buying Konkola Copper Mines, ZCCM's flagship, for a song, critics alleged. The mines were privatised after the copper prices had dropped from \$2,300/tonne in 1997 to about \$1,500/tonne in 1998 – and remained at this level until 2003.

The objectives, which the Government was seeking to achieve through the privatisation of ZCCM, were to: [1] Transfer control of and operating responsibilities for ZCCM's operations to private sector mining companies as quickly as practicable; [2] Mobilise substantial amounts of committed new capital for ZCCM's operations; [3] Ensure that ZCCM realised value for its assets and retained a significant minority interest in principal mining operations; [4] Transfer or extinguish ZCCM's liabilities, including its third party debt; [5] Diversify ownership of Copperbelt assets; [6] Promote Zambian participation in the ownership and management of the mining assets; [7] Conduct the privatisation as quickly and transparently as consistent with good order, respecting other objectives and observing ZCCM Ltd's existing contractual obligations.

As part of the privatization process, the Company's mining assets were unbundled and sold off as separate new entities or business packages to the private sector. The reason for unbundling the ZCCM Ltd into business packages was to promote diversity of ownership and minimise political and economic risks.

A two-stage privatisation process was adopted. Under Stage one, majority interests in the packages relating to certain of ZCCM Ltd's mining and power distribution operations were offered to trade buyers, which was to leave the transformed ZCCM Ltd as an Investments Holdings Company, with minority interest in each of these packages. Through ZCCM Investments Holdings Plc., Government has retained minority interests of not more than 21% within each of the business packages. The privatisation of ZCCM commenced in 1996, after GRZ and the Boards of ZCCM and the Zambia Privatisation Agency (ZPA) approved the ZCCM Limited Privatisation Report and Plan presented by UK based financial and legal advisors, NM Rothschild & Sons and Clifford Chance, respectively.

Stage two of the privatisation of ZCCM envisaged GRZ disposing of some or all of its shareholding, with part of this being earmarked for Zambian institutional and private investors as a way of promoting Zambian participation in the mining sector. GRZ obtained the support of the World Bank and the Nordic Development Fund for the Copperbelt Environment Project (CEP), to address environmental liabilities and obligations remaining with GRZ/ZCCM-IH following the privatization of mining assets.

The Environmental Management Facility (EMF) which is composed of multiple stakeholders, working as the EMF Steering Committee, was established by the Minister of Finance and National Planning as provided for by the protocols, for the purpose of prioritizing and approving subprojects of the CEP for funding. The project which became effective on 31 July 2003 ends in August 2008.

Apart from environmental responsibilities ZCCM-IH has the additional responsibility of managing the ex-ZCCM employees trust fund and also the finalization sale of ZCCM properties. The interview conducted at ZCCM-IH was done with one of the Human Resources experts who provided the above outlined history. However, for purposes of this study, the guiding questions listed below were presented to our expert and the following responses were provided.

The human resources expert at ZCCM-IH who was interviewed stated that in most cases of retrenchments or redundancies, there are workers who may not be ready psychologically to be sent off employment. And thus they find themselves struggling to stand. The expert explained that there were cases like that where former employees became destitute after being given their full packages.

His view was that these employees needed a lot more social counselling as far as how to survive after employment. Furthermore, separated employees needed lessons in entrepreneurship so that they are able to invest their separation packages properly for purposes of ensuring a livelihood after employment. Therefore, the expert explained, the policy of privatisation did not necessarily impact the separated employees, but rather it was inadequate in the sense that it provide very inadequate counselling to prepare these persons for the life after employment.

The expert explained that the main cause for the suffering among the separated employees from ZCCM was the inadequacies of the separation policy as it lacked provision for deeper social counselling as well as entrepreneurship training to prepare the employees who were facing retrenchment in order for them to survive after employment. His suggestion was that in future, such provisions must be spelled out very clearly and must be implementable so that employees can be given the rudimentary tools at least to be able to stand on their own and survive even after employment.

The second interview was with a training expert at Future Search. During the interview, the expert explained how Future Search was formed and its Government's intention was in setting this entity. Future Search is an initiative that was established by the Government of Zambia as a safety net to assist individuals who suffered retrenchments, in order to provide high quality social, business counselling and entrepreneurship training to public servants to enhance production and productivity through self-employment and job creation thereby alleviating poverty. The Future Search Project, one of Government's social safety nets, was 'born' as a tool to implement an appropriate outplacement strategy to channel redirected public service workers into a productive future. The main role of the Project, as one of the change and transformation agents, is to empower Zambians through social/business counselling, training in job search techniques and entrepreneurship/business development thereby encouraging resilience, forward looking, creativity and ability to cope with unexpected shocks related to loss of formal employment and other negative situations in life. Therefore, an expert from Future Search provided insight into how this safety net strategy fared, what the shortcomings have been and what proposed reforms ought to be embraced as the way forward.

The expert stated that most retrenched workers at the time were put into the world of unemployment without any amount of preparedness. They were not psychologically prepared and were also unknowledgeable with regards to entrepreneurship. Most of them, even with separation packages given to them did not know how to manage businesses, manage the proceeds from their businesses and even growing their businesses. It was stated in the interviews that most of the laid off employees suffered much because these gaps. Some lost their lives because of the excessive shock they experienced in the world after they were laid off. Some suffered depression and other psycho-social related challenges. With the creation of Future Search, over 70,000 retrenched workers enlisted for some form of assistance including counselling, entrepreneurial training as well as seeking knowledge on financial management.

## **VI. IMPLICATIONS**

This study was aimed at investigating for purposes of gaining an understanding of the implications on human security of the implementation of public sector reforms. Specifically, the study, based on the Zambian scenario, was aimed at investigating in order to gain an understanding of the impact of public administration reforms on human security and whether compromised human security is reason enough to motivate people to engage in some form of conflict in society. Furthermore, this study needed to be conducted in order to bridge the knowledge gap of the correlation among the variables under study. From the focus group discussions, information emerged that indicated the link between public administration reforms and compromised human security. This is explained in the following themes:

### ***A. Undermined Economic Security***

Economic security implies assurance of a basic income for an individual notably from productive and remunerative work. Economic security can also be attained, as a last resort though, from a publicly financed safety net such as government funded social security. Again all participants indicated that as a result of loss of employment, they no longer felt the sense



of economic security. The lack of earning a salary every month placed a great challenge on the ability for the individuals to sustain themselves and thus struggle to this day to be able to buy their own food and to take care of other economic needs. Additionally, all the respondents indicated that their health security was undermined as a result of loss of employment leading to inability to pay for their medical services. They indicated that the sense of health security they enjoyed when they were under the sponsorship and care of their employers all went away the moment their employment was terminated.

### **B. Undermined Political and Community Security**

Respondents indicated that apart from the compromised economic security, other aspects of human security were compromised such as community and political security. Political security is the sense of security that people enjoy when they realize they exist in an environment or society that honours and respects their basic human rights as people. The respondents in this study, both through depth interviews and focus group discussions indicated that they felt a great sense of political insecurity especially as they look back in the manner in which government handled the closure or privatization of their organizations. The workers felt that government was too harsh and too uncompromising and also that they were treated as criminals, and not as professionals who had dedicated their lives to the cause of their organizations. All the participants indicated that their sense of community security was lost when they lost their employment. Three out of the eight respondents who participated in this study went further to suggest that their marriage relationships were terminated as they were no longer able to earn an income. Their spouses opted to terminate the marriages, a scenario that made the persons very unsettled.

## **VII. OVERALL CONCLUSION**

The data collected from both FGDs and expert interviews show that indeed the implementation of public sector reforms did in fact extinguish the human security of the victims of the reforms. In analysing the responses further, it can be seen from a synoptic review of literature that the general experience regarding the implementation of reforms in the public sector especially in the developing world had negative outcomes due to massive job losses without preparing the retrenched workers. Apart from Zambia, Zimbabwe is another example that can be cited with such an observation. Research shows that loss of employment directly undermines an individual's economic security. This is in line with the data gathered in the focus group discussions suggesting that the respondents' human security was directly undermined when their employment was terminated.

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