Feinstein International Center

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PASTORAL AREAS COORDINATION, ANALYSIS AND POLICY SUPPORT (PACAPS)

REGIONAL ENHANCED LIVELIHOODS IN PASTORAL AREAS (RELPA)

Final Performance and Lessons Learned Report to USAID East Africa

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Abbreviations

AfDB	African Development Bank
ALRMP	Arid Lands Resources Management Project, Kenya
ACTESA	Alliance for Commodity Trade in Eastern and Southern Africa (of COMESA)
AOTR	Agreement Officer's Technical Representative (USAID)
ASARECA	Association for Strengthening Agricultural Research in Eastern and Central Africa
AU-IBAR:	African Union Interafrican Bureau for Animal Resources
CAADP	Comprehensive African Agriculture Development Program
CBO	Community-based Organization
CBT	Commodity-based trade (of livestock products)
COMESA	Common Market for Eastern and Southern Africa
CoP	Chief of Party
CVO	Chief Veterinary Officer
DFID	Department for International Development, UK
DPP	Drought Preparedness Project (of ECHO)
EAC	East African Community
ECHO	European Community Humanitarian Office
ECTAD	Emergency Centre for Transboundary Animal Diseases (of FAO)
ELMT	Enhanced Livelihoods in the Mandera Triangle (a component of RELPA)
ELSE	Enhanced Livelihoods in Southern Ethiopia (a component of ELMT)
EU	European Union
EW/ER	Early Warning/Early Response
FAFS	Framework for African Food Security (of AU/NEPAD, CAADP Pillar III)
FANRPAN	Food, Agriculture and Natural Resources Policy Analysis Network
FAO	Food and Agriculture Organisation of the United Nations
FSAU	Food Security Assessment Unit, Somalia
FSNWG	Food Security and Nutrition Working Group, Kenya
FTA	Free Trade Area
FTE	Full time equivalent
GCC	Gulf Cooperation Council
HEA	Household Economy Approach
HoA	Horn of Africa
HoA-PN	Horn of Africa Pastoral Network
IGAD	Intergovernmental Authority on Development
ILRI	International Livestock Research Institute
IPPSD	Investment Promotion and Private Sector Development (COMESA)
IUCN	International Union for Conservation of Nature
KFSSG	Kenya Food Security Steering Group
M&E	Monitoring and evaluation
MSI	Management Systems International
NEPAD	New Partnership for Africa's Development (of the AU)
NGO	Non-Governmental Organization
NRM	Natural Resource Management
OCHA	Office for Coordination of Humanitarian Assistance of the United Nations
OFDA	Office for Foreign Disaster Assistance
OIE	*Office international des epizooties* (World Organisation for Animal Health)
PACAPS	Pastoral Areas Coordination, Analysis and Policy Support
PFFSPA	Policy Framework for Food Security in Pastoralist Areas (of COMESA)
PI	Principal Investigator
PCI	Pastoralist Communication Initiative
PLI	Pastoralist Livelihoods Initiative, Ethiopia

PVS	Performance of veterinary services (tool of the OIE)
RCPM	Regional Conflict Prevention and Mitigation
RCU	Regional Coordination Unit (of ELMT)
REC	Regional Economic Community
REGI	Regional Economic Growth Initiative (USAID)
REGLAP	Regional Livelihoods Advocacy Project (of Oxfam GB)
RELPA	Regional Enhanced Livelihoods in Pastoral Areas program
ReSAKKS	Regional Strategic Analysis and Knowledge Support System
RFA	Request for Applications
RLPF	Regional Livestock and Pastoralist Forum (COMESA)
RUFORUM	Regional Universities Forum for Capacity Building in Agriculture
RVF	Rift Valley fever
SADC	Southern Africa Development Community
SIDA	Swedish International Development Agency
STTA	Short-term technical assistance
TAD	Trans-boundary animal disease
TOR	Terms of reference
TS&CG	Technical Steering and Coordination Group (of RELPA)
Tufts	Feinstein International Center, Tufts University
TWG	Technical Working Group (of ELMT)
UNDP	United Nations Development Programme
USG	United States Government

1. Introduction

This report documents the performance and lessons learned from the Pastoral Areas Coordination, Analysis and Policy Support (PACAPS) project, implemented by the Feinstein International Center of Tufts University (Tufts) between July 2007 and March 2010.

The report is based on the reporting requirements of USAID and structured according to the six Objectives and related Results detailed in the Tufts Technical Application to USAID, and as per the Cooperative Agreement.

The report is accompanied by a CD-ROM of technical studies and reports, technical coordination reports, training materials, policy briefs, and presentations produced by the project. A full list of these materials is provided in Annex 1. Where relevant, the reports on the CD-ROM contain detailed information on numbers of participants in different events, and training evaluations. Some of these materials are now also housed on websites e.g. at Tufts, COMESA, NEPAD/CAADP and the USAID FOSTER website (see section 3.1.1.b).

Tufts staff worked on the project as follows:

- Francis Chabari, Chief of Party (CoP), 100% FTE (220 days/year), based in Nairobi;
- Dr. Dawit Abebe, Senior Pastoralism and Policy Specialist, 100% FTE (220 days/year), based in Lusaka, at the COMESA Secretariat;
- Dr. Andy Catley, Tufts Principal Investigator, 34% FTE (75 days/year), based in Addis Ababa;
- Yacob Aklilu, Senior Regional Livestock Trade Specialist, 34% FTE (75 days/year), based in Addis Ababa.

2. Overview of Achievements and Lessons Learned

Technical coordination support

- PACAPS played a substantial role in promoting pro-pastoralist programming and policies among various key actors in the region, but especially Nairobi-based organizations. This work culminated in PACAPS leading role behind the new Horn of Africa Pastoralist Network (HoA PN).
- Frequent technical support to actors and processes was provided by the PACAPS Chief of Party (CoP) throughout the project, including support to the Kenya hub of the FAO-IGAD Livestock Policy Initiative, the Kenya CAADP roundtable process, and the Ministry of Northern Kenya and Other Arid Lands.

Regional policies and institutions to support pastoralism and livestock development

- Pastoralism and pastoralist livestock issues became far more understood, and supported by COMESA. Whereas at the start of PACAPS in 2007 these issues were largely absent from COMESA thinking and policies, by the end of the project they were very firmly on COMESA's agenda. Livestock issues were also adopted by the Alliance for Commodity Trade in Eastern and Southern Africa (ACTESA), under COMESA, towards the end of the project. The process of awareness-raising within COMESA was based on
    - The secondment of a Senior Pastoralism and Policy Adviser, Dr. Dawit Abebe, from Tufts into the COMESA Secretariat to provide day-to-day support to CAADP Pillar III on pastoralist issues, assist COMESA to organize Regional Livestock and Pastoralism Forum meetings, to represent COMESA on pastoralism issues at relevant technical meetings, and organize training courses on pastoralism for COMESA and partners (see below).

- The use of the Regional Livestock and Pastoralism Forum meetings, convened by COMESA, as a means for COMESA personnel to consult with regional and national actors and gather opinions on the regional policy support needed for pastoralist development.
- The use of livestock market assessments in Mauritius and DRC, led by Yacob Aklilu of Tufts, to provide up-to-date information on new livestock marketing opportunities and constraints.
- The use of three tailor-made training courses on pastoralism and policy, designed and implemented by Tufts with support from short-term technical assistance. These courses were based on the livelihoods analytical framework and covered topics such as the potential for economic growth in pastoralist areas, livestock marketing and cross-border trade, livelihoods diversification, natural resource management and land tenure with related legislation needed to support mobility, conflict and its impacts, and humanitarian assistance and risk-based drought management. The courses included technical sessions and field trips to pastoralist areas.
- The production of policy briefs for COMESA; most of these briefs were awaiting endorsement by COMESA by the end of PACAPS in March 2010.
  Both COMESA and the emerging Alliance for Commodity Trade in Eastern and Southern Africa (ACTESA) are committed to furthering livestock and pastoralism issues.

- Despite the relatively short timeframe of the project, PACAPS was able to support COMESA and other actors and prepare the COMESA *Policy Framework for Food Security in Pastoral Areas* (PFFSPA), released on the COMESA website as a consultative draft in December 2009. Due to the short timeframe of PACAPS, it was the original intention of the project to take this document to the draft stage.
- A lessons learned from the work with COMESA was that its possible to provide meaningful capacity-building and policy support to a regional organization on fairly complex policy areas, in a relative short timeframe. The achievement here was partly due to a focus on the production of the PFFSPA and the processes needed to arrive at a draft document which COMESA could then take forwards.

Early warning and early response

- PACAPS was instrumental in re-energizing efforts among partner NGOs in the area of contingency planning for timely, livelihoods-based interventions during drought. Although the need for contingency planning has been known for many years, late response and food aid had become the norm for agencies working in pastoralist areas. Using new tools such as the Crisis Calendar, PACAPS assisted NGO partners to revisit the need for early response and related planning and funding arrangements. A number of NGOs then developed contingency plans which were reviewed by PACAPS.
- An important gap in early response was the need to involve NGO financial/administrative staff in developing rapid decision-making and procurement procedures, so that contingency funds could be quickly mobilized. Here, the opportunity was to use the variance arrangement under the ELMT grant to support early livelihoods-based responses to drought in operational areas, should the need arise. While good progress was made at the level of NGOs, the use of the variance option for drought response was later blocked by the USAID East Africa financial administration. This decision seemed to be based on a personalized interpretation of technical needs. The RELPA program was intended to draw lessons from the USAID Pastoralist Livelihoods Initiative in Ethiopia, which benefited from rapid use of the variance option by USAID with related livelihoods-based interventions such as commercial destocking. The USAID East Africa office took a different position on the use of the variance funds and effectively prevented early drought response under RELPA. This experience points to an important institutional barrier to early drought response in USAID, and negated much of the excellent contingency planning work conducted by PACAPS with ELMT partners under the program. At the time of writing this report

in April 2010, it seemed that procedures and decisions around the use of variance funds was still down to individuals within the finance/administrative units of USAID.

- PACAPS produced the first cross-border household economy surveys for pastoralist areas in east Africa. Initially, the intention was to combine existing survey data from different cross-border areas. However, analysis of the existing HEA baselines by Tufts showed marked disparities in the baselines. Here the problem was that a cross-border area with common ecological and socio-economic characteristics was described very differently depending on which country-level HEA report was used. The only way to resolve these validity problems was to repeat the HEA baselines in the areas concerned, and therefore, invest in substantial efforts at the level of field surveys which were not envisaged at the start of the project. Although results for two cross-border livelihoods zones were produced towards the end of the project, questions remained over the level of technical effort and cost needed to generate the information. In terms of quality control, very specialized and largely expatriate expertise was still needed to direct the surveys, despite previous heavy investments in local capacity building in the HEA methodology over many years. Plus, according to FEG the baselines need to be repeated every five years or so. With these kinds of issues in mind, its unclear if or how the cross-border baselines can be completed or updated. More positively, the process of developing the cross border baselines has raised awareness among EW actors of the need to analyze pastoralist areas from a regional perspective.

3. Detailed Performance and Lessons Learned

3.1. Technical coordination

3.1.1 Support to technical coordination

The stated Objectives and Results in the Tufts PACAPS Technical Application were as follows:

Objective 1 **Strong technical coordination of RELPA activities to enable effective developmental programming, effective early response in the event of crises and systematic assessments to inform regional pastoral food security policy**

Objective 1.1 **Establish effective coordination mechanisms, information flow and technical support modalities for routine implementation of ELMT activities**

- **Result 1.1.1** Support to the RELPA Technical Coordination and Management Group.
- **Result 1.1.2** Comprehensive real-time inventories of past and ongoing programs, relevant actors and resources in RELPA operational area and related areas to promote best-practice and partnerships.
- **Result 1.1.3** Functional linkages between RELPA and relevant existing internet resource(s) on pastoralism to ensure rapid and sustained availability of data and documents.
- **Result 1.1.4** Systematic reviews of progress and real-time adjustment of activities as RELPA evolves.

a. RELPA and COMESA coordination groups and forums

The coordination entities and coordination approach detailed in the Technical Application were based on information in the RFA for PACAPS. At the PACAPS Launch Workshop held at USAID Ethiopia on 1st August 2007, coordination and M&E roles and responsibilities were discussed (see Annex 1, Tufts PACAPS First Quarterly Report) and an action point was that 'Tufts agreed to propose a re-shaping of the coordination and consultative entities in RELPA, and draft specific TOR for each.' The

revised coordination approach was submitted to USAID on 8th August 2007 (see Annex 2, Tufts PACAPS First Quarterly Report) and in summary, proposed the coordination entities described in Box 1.

Box 1. RELPA coordination entities proposed by PACAPS, August 2007

1. COMESA Livestock and Pastoralism Group

This group is proposed as an in-house COMESA group, comprising representatives from the CAADP team plus wider COMESA representation as required. Specific composition of this group (equivalent to the "CRC" proposed in the RFA) remains to be defined, in consultation with COMESA and USAID.

Specific TOR

- Raising and maintaining the profile of livestock and pastoralism issues in COMESA, both within the boundaries of the CAADP process and beyond.
- Ensuring that all relevant departments and programs of COMESA are actively engaged in the process of building COMESA capacity in livestock and pastoralism issues.
- Monitoring the capacity-building process within COMESA in the areas of livestock and pastoralism, and advising PACAPS and other programs on capacity-building strategy.
- Developing strategies for effective harmonization of COMESA initiatives on livestock and pastoralism, with those of other RECs and the African Union.

This group could meet every three to six months, in the COMESA Secretariat in Lusaka, in connection with key COMESA events where countries and officials gather. PACAPS could provide secretariat support to this group in the short-term, i.e., for the duration of PACAPS.

2. RELPA Technical Management and Coordination Group

This group is proposed as a group dealing specifically with the RELPA program.

Specific TOR

- Advising RELPA partners on implementation strategies at both field level and policy level
- Regular reviews of RELPA progress and proposing real-time adjustment of implementation as required.
- Advising RELPA on potential partners, synergies and opportunities for leverage.

The group would comprise the Chief of Party and other Key Personnel from the PACAPS, ELMT and Regional Conflict Prevention and Mitigation (RCPM) components of RELPA, a representative of COMESA, the USAID RELPA AOTR, and representatives from USAID country missions (Ethiopia, Kenya, Somalia). The meetings would be quarterly as convened by Tufts or USAID. RELPA partners have received resources to program as agreed, which this group will coordinate and synchronize.

When proposing the TOR and composition of this group it is assumed that under USAID contracting arrangements, USAID controls resources to RELPA partners and that RELPA partners are contractually obliged to report to USAID and not to third parties. Therefore, the group can play and advisory and steering role rather than a management roles. Issues may arise during program review which relate to the performance of RELPA partners and therefore the group should comprise only agencies contracted by USAID under RELPA.

3. COMESA Regional Livestock and Pastoralism Forum

This forum is proposed as the broad, consultative entity through which COMESA can benefit from the wide diversity of actors and experiences related to pastoralism and livestock development in the COMESA region. The forum would be convened by COMESA and the secretariat support could be provided by PACAPS in the short-term, with COMESA taking over after PACAPS.

Specific TOR

- Provide COMESA with information on pastoralism and livestock issues, and stakeholder opinions on priorities for regional policy development.
- Provide a forum through which COMESA can propose policy and programming options, and seek feedback from stakeholders on the relevance and likely impact of such options.

The design of the forum assumes that:

- Forum meetings should be targeted at specific issues and aim to provide COMESA with insights and information on the issue in question. It follows that the composition of the forum should be strategic and will vary according to the topic of a particular forum. meeting e.g. a forum dealing with cross-border trade should bring together stakeholders dealing with or experiencing

cross-border trade issues.

- Despite the need for flexibility outlined above, the forum could comprise a group of core actors. In addition to COMESA itself, these actors might be other relevant African organizations (e.g. AU, IGAD, EAC, regional trade associations or similar) plus key development partners (e.g. donors with particular interest in or commitment to livestock and pastoralism – USAID, EU, AfDB, DFID, SIDA). UN agencies such as FAO, UNDP, OCHA, would also be invited as appropriate. The core group should be small and manageable.
- COMESA has identified a particular need to engage representatives of pastoralist communities and private sector stakeholders in policy dialogue The issues to be addressed in forum meetings would be identified during the capacity-building process with COMESA, as would the composition of the forum for specific issues in question.

Other consultations
National CAADP processes – Kenya and Ethiopia
In the area of national CAADP processes, PACAPS can assist COMESA by helping to ensure that pastoralist issues are fully covered in the stock-taking and other activities. Tufts and USAID have detailed knowledge of relevant stakeholders in Kenya and Ethiopia, ranging from private sector and civil society actors, through to technical experts.
Ad hoc consultations
During PACAPS, there may be a need to convene ad hoc consultations. For example, COMESA may require more information or deeper discussion on a particular policy issue, or feel that consultation with a specific stakeholder group is required. Such consultations will be facilitated by PACAPS as and when they arise, and according to available resources.

Regarding the establishment and activities of the three coordination groups, during the life of PACAPS some readjustments took place according to the needs and value of each group. Specifically:

- The **COMESA Livestock and Pastoralism Group** did not materialize in a formal sense, but the tasks which were originally proposed for this group were largely handled by the Senior Pastoralism and Policy Adviser, Dr. Dawit Abebe, who was seconded into the COMESA Secretariat by Tufts. In terms of linkages with other Regional Economic Communities (RECs), relatively strong linkages were established with SADC and EAC in terms of common approaches to regional livestock policies and related sanitary and livestock certification systems. In part, these relationships were due to a political decision, taken on 22 October 2008, to establish a free trade area (FTA) among countries of three RECs viz. COMESA, EAC and SADC. The FTA involves 26 countries in the eastern half of sub-Saharan Africa. COMESA also developed stronger links with regional bodies outside of Africa, especially the Gulf Cooperation Council (GCC) in relation to livestock trade, based on strategies developed jointly with PACAPS. Less clear was the division of roles of IGAD and COMESA. For example, in late 2009 IGAD was proposing an FTA for IGAD member states, and also the establishment of a Livestock Unit in IGAD.

- The **RELPA Technical Management and Coordination Group** was renamed the RELPA **Technical Coordination and Steering Group** (TCSG), and became an active and useful mechanism for tracking and coordinating RELPA activities. Meetings were led by USAID with secretariat support from PACAPS. Between July 2007 and March 2010, eight TCSG meetings were held in Nairobi and Addis Ababa. The minutes of each meeting are available on the CD-ROM which accompanies this report (see section on PACAPS Technical Coordination Support). In terms of periodic reviews (Result 1.1.4) the TCSG effectively covered the review process in terms of real-time reviews, while also

contributing to the planning of more formal evaluations of RELPA and ELMT. Under this area of work PACAPS also provided regular support to ELMT as follows:

- **Participation in ELMT meetings**

  The PACAPS CoP participated in the regional launch of ELMT in Nairobi, Kenya and the Ethiopia country concept launch in Nazareth, Ethiopia. The CoP made presentations on the concept of PACAPS and its coordination role in RELPA at the regional launch. The main purpose for participating at these launches was to become familiar with key members of the ELMT consortium and to get to know the persons driving activities of the Technical Working Groups (TWGs) to which PACAPS staff would contribute. The PACAPS EW/ER Adviser presented the HEA livelihoods analysis during the regional launch as well as the work plan of this component and potential areas of collaboration between the ELMT partners and PACAPS EW/ER. A series of follow up meetings were conducted with ELMT RCU to establish collaboration for the EW/ER work plan.

  The CoPs of ELMT and PACAPS held bi-weekly consultations to strengthen collaboration and coordination of the two RELPA components. Key topics included emerging challenges in program implementation, mutual expectations of each component, analysis of livelihood crises in the region and appropriate early responses, and the working modalities of the TWGs. Discussions also focused on ways of capturing cross-border intervention effects and responses of the populations to natural forces and need for services and markets across national borders**.**

  The PACAPS CoP and ELMT Regional Coordination Unit (RCU) agreed areas of mutual support and the deliverables expected of each other, plus a protocol for delivering such support mainly through the TWGs. In addition, PACAPS and ELMT worked to fast-track development of the mandate and focus of the new Ministry for Development of Northern Kenya and Other Arid Lands.

- **PACAPS support to ELMT Technical Working Groups**

  PACAPS staff took up advisory roles in the ELMT TWGs as follows: Andy Catley in the Livestock Services Group; Francis Chabari in the Natural Resources Management Group; Yacob Aklilu in the Livelihood Diversification and Marketing Group; and Alex Crosskey in the Livelihoods Protection Group. Francis Chabari was nominated as the interim Focal Person for the NRM Kenya group until a suitable focal person could be found within the ELMT consortium.

  PACAPS participated in the ELMT review of work plans for the TWGs, with took place after the 3rd RELPA Coordination Meeting in Addis Ababa. Andy Catley participated in the Livestock Services TWG, Francis Chabari (CoP) and Kathy Wachala participated in the Natural Resources TWG, and Yacob Aklilu in the Livelihoods Diversification and Marketing TWG. Alex Crosskey also made significant input to the working of the Livelihoods Protection TWG. Francis Chabari voluntarily gave up the position of focal person for the NRM cluster in Kenya/Somalia due to pressing commitments in the PACAPS assignment. Mr Ibrahim Nur was nominated NRM focal person in this position.

  With direct PACAPS support, the TWGs received guidance on best-practice livestock interventions, including CD-ROMs of compiled materials and resource documents, and on existing NRM GIS mapping information in Kenya. The Livelihoods Protection TWG made significant progress in EW/ER harmonization among the actors and donors.

PACAPS sourced and supplied the NRM TWG with GIS information on the GTZ Range Management Handbook maps for Kenya. LVIA are now working towards using some of the information for developing the Pastoralist Atlas.

The PACAPS CoP participated in a two-day workshop in December 2008 in Nairobi called by the NRM TWG to discuss the pros and cons of *Prosopis juliflora*; the CoP chaired one of the sessions. The debate on Prosopis management and control has extended to a large number of respondents around the globe, all with fruitful insights.

Over time, PACAPS technical support to the Livestock Services and Livelihoods Diversification TWGs dwindled, as the management/leadership of these groups by ELMT deteriorated.

- The **COMESA Regional Livestock and Pastoralism Forum** was established and backstopped by PACAPS. Two forum meetings took place: in Lusaka, Zambia in May 2008; and in Nairobi, Kenya in May 2009. The reports on these meetings are included on the CR-ROM.

- Under **National CAADP Processes in Kenya and Ethiopia**, PACAPS assisted government partners to source consultants to prepare the required review documents for CAADP, with selection to ensure that pastoralists issues were represented.

- Under **Ad hoc consultations**, the PACAPS CoP and other staff played a substantial role in terms of facilitating or chairing the meeting or workshops of other organizations or programs, or providing technical support through participation in these events. Examples of this activity are listed below.

  - **Support to the new Horn of Africa Pastoral Network**

    PACAPS took the initiative to invite regional organizations working on pastoral issues in the Horn of Africa to the first meeting to discuss the 'Horn of Africa Pastoral Network' (HoA PN). The first meeting took place on September 30, 2008 and was hosted by UN-OCHA. A follow up meeting took place on November 10, 2008 and was hosted by the FAO Regional Emergency Office.

    The network settled on a consensus to develop a long-term strategy for the pastoralists of the region. The strategy will guide policies and future investment into the pastoral economies in the region, as well as guiding responses to disasters. For PACAPS, this approach replaced the earlier thinking to develop a specific "Livelihood Support Plan" for pastoralists in the region (PACAPS Result 3.3). The PACAPS EW Advisor developed two matrices of 'who is doing what and where', one each for partner within RELPA and the ECHO-Regional Drought Decision (RDD) 2 program. The EW Advisor joined the task force to develop TOR for the HoA PN; the other task force members were UN-OCHA, PCI, Oxfam and FAO.

    The HoA PN follow-up meeting was held at FAO on May 12, 2009. A decision was made to request UN-OCHA to build the capacity of RECONCILE (a Kenya NGO, working regionally) to take over the secretariat and coordination of the network. UN-OCHA was tasked to produce TOR based on past processes and expectations of the network members.

    The HoA PN coordination activities were handed over to RECONCILE as secretariat on June 30, 2009. The expectation was ultimately to formulate a long-term strategy for pastoralists and activities would focus on extending networking to the wider HoA region viz. Sudan, Uganda, Kenya, Ethiopia, Djibouti, and Eritrea. The

network would champion change in policies and sustain lobby for greater support for enhancement of pastoralism.

A brainstorming session between PACAPS, REGLAP (a program of Oxfam GB) and RECONCILE summarized the key roles of the secretariat as steering the network to:

- Target changing perceptions on pastoralism.
- Target COMESA, AU, IGAD, governments and political pressure groups for lobbying activities.
- Establish working alliances and access privileges with organizations like FEWSNET, FAO, IUCN/WISP and other organizations that have credible information databases and websites on pastoralism.
- Establish and maintain down-line links with CBOs and pastoralist organizations that support and articulate pastoralism issues objectively.
- Establish and maintain up-line links with funding and other lobby organizations with capacities to support activities of the network.
- Establish a network website for storage of information and dissemination of lessons learnt and best practices.
- Maintain a calendar of important events planned in the region and disseminate such information to members of the network and associates.
- Track debates and policy issues through legislative processes in governments, regional and international bodies. The network will track debates in key issues increasingly affecting pastoral livelihoods: climate change; environmental conservation; bio-diversity; food security and drought mitigation and management.

Collaboration with REGLAP was strengthened as this was seen as the entity best placed to further the objectives of HoA PN, and funding for REGLAP II was virtually secured. The PACAPS team participated in REGLAP presentations on Emergency Preparedness and Policy Analysis. PACAPS participated in the main launch of the REGLAP outputs on May 15, 2009, and chaired the Livestock and Trade session.

- **Support to the IGAD-FAO Livestock Policy Initiative**

PACAPS participated in the launch of IGAD-FAO Livestock Policy Initiative (LPI) in Kenya (the 'Kenya Hub'), at which significant pronouncements were made by the Kenya Minister for Livestock Development who opened the meeting. The legislation process for the LPI policies is similar to the COMESA process, with the IGAD Heads of State Summit at the top, although most of the decisions can be enacted at the level of IGAD Council of Ministers. Key among the announcements by the Minister were:

- The somewhat retrograde decision to proceed with the creation of Livestock Disease Free Zones in Kenya.
- Desire to harmonize components of the National Livestock Policy.
- Continuing vaccination programs against transboundary animal diseases (TADs) such as Rift Valley fever (RVF) and pest des petits ruminants (PPR).
- Consideration of foods derived from livestock into the Kenya National Food reserves.

The PACAPS CoP was invited to meet the consultants tasked with the mid-term review of the IGAD-LPI project, in October 2008. The similarities between PACAPS and the IGAD-LPI project were clearly evident with respect to the policy formulation process and the focus on the regional animal health component as it affects regional trade. In part, this similarity was because the regional animal health component of the IGAD-LPI project was facilitated by Tufts University in Addis Ababa.

The PACAPS CoP and PI participated in the review of the draft report of the FAO-IGAD LPI Country Position Paper for Kenya. PACAPS presented written concerns regarding the non-supportive position of the paper on community-based animal health care in pastoralist areas.

- **Support to the Integrated Phase Classification system**
  PACAPS hosted a meeting on October 30, 2008 to discuss common food security issues in the HoA. The meeting revisited the on-going debate on the evolution of the Integrated Food Security Phase Classification (IPC), especially the incompatibility of regional maps, and debates on the IPC nutritional assessment methodology, especially the methodological gaps that have yet to be addressed and the perceived donor fatigue in developing the methodology. In attendance were the RELPA AOTR, USAID Ethiopia, FEWSNET, ELMT and the PACAPS team in Nairobi.

  The PACAPS EW Advisor attended and commented on the IPC regional compatibility during the IPC regional lessons leant workshop at ILRI on November 13 and 14, 2008. The EW Advisor commented on the available regional IPC maps showing different phase classifications on each side of the borders. Discussions were conducted to find reasons for this inconsistency and hopefully this input will be taken further by the IPC technical steering group.

- **Other events**
  - The CoP participated in a meeting called by the AOTR to brief Dr. Michael Curtis, the Director of USAID Bureau for Africa Office of Sustainable Development, Washington DC on June 6, 2008. The topics broadly covered the regional initiatives with considerable insights into peace initiatives as basis for sustained development.
  - Similarly the CoP participated in a meeting also called by the AOTR to brief the USAID Africa Bureau Senior Animal Health Advisor from Washington DC Head Office, Dr. Karen Becker, regarding strengthening collaborative animal health institutions in the region; the meeting took place on June 17, 2008 at the USAID offices.
  - The PACAPS Operations Manager represented the project at a mandatory meeting called by the US Ambassador in Kenya. The Ambassador briefed the audience of the current development focus in the region and emphasized visibility of all US assistance in the region. The meeting took place on June 27, 2008 at the US Embassy compound.
  - On October 14, 2008, the CoP met with an Oxfam GB Consultant to discuss advocacy strategies for pastoralists in South Omo (Ethiopia), Northern Kenya and South Sudan.
  - On October 27, 2008, the CoP met with the LVIA Regional Policy Advisor for East and Horn of Africa. Discussions focused on available GIS mapping information for Kenya and the relevance of the information for the proposed Pastoralist Atlas.
  - October 28, 2008, the CoP met with an Oxfam GB consultant to discuss land policy for pastoralists, historical perspectives and current trends.
  - Contributions to the Drought Management Initiatives (DMI) – the RELPA Guide to ER developed by PACAPS was shared as a resource material in the DMI initiative in the Ministry for Development of Northern Kenya and Other Arid Lands. The CoP participated at this workshop, October 2, 2008. REGLAP received a soft copy of the RELPA Guide to ER for their program use.
  - PACAPS participated at the Cornell University seminar at ILRI on a 'Market Analysis and Decision Tree Tool for Response Analysis: Cash, Local Purchase

and/or Imported Food Aid'. ReSAKSS was looking to adopt some of the tools in this process in their work in the region.

- PACAPS contributed to the process to define the institutional structure of the Ministry of Northern Kenya. In August 2009 we hosted a forum to discuss the options. The relationships and best-fit for the NGOs with the new Ministry were illustrated, as well as the district, regional and national institutional links.
- The CoP advised two streams of lobby groups seeking to focus attention on groups of NGOs in the EA region:
  - Partner Africa Forum that was looking for evidence on development successes among a cluster of NGOs in East Africa. The Tufts University guide on Participatory Impact Assessment[1] was shared to facilitate gathering of evidence needed for credible success stories.
  - The Pastoralist Lobby stream supported by Cordaid, involving key NGOs in eastern Africa. The main focus was to lobby among key European funding streams (e.g. EU, AGRA and Europe-based INGOS) to direct more resources to pastoralists in eastern Africa.
- The CoP gave a lecture *Pastoralism and Policies in Eastern Africa (COMESA) Region* to the RUFORUM group of graduate students at the University of Nairobi, July 02, 2009. These series of lectures were to mentor MSc and PhD students in the Natural Resources Management stream who were planning to start the research part of their studies.
- PACAPS was represented by the CoP at the priority setting conference for ASARECA-Natural Resources Management and Forestry program in Dar es Salaam, July 6 to 11, 2009. The meeting was heavily biased towards traditional crop agriculture, agro-forestry, soil fertility and watershed management. It was not surprising then that these topics picked the top priorities for ASARECA-NRM research and least priority given to dryland resources management and climate change.
- The CoP participated in the launch of the ASARECA Bio-diversity Program on July 14, 2009 in Nairobi and facilitated the introductory session. This program borrowed heavily from experiences gained from the dryland/pastoralism and cross-border perspectives of the RELPA program.
- The CoP participated in the presentations of a study commissioned by FAO Kenya to look at the role of CAHWs in animal health delivery in Kenya. The study was carried out by Kesarine & Associates. During the opening session the Assistant Minister for Livestock Development in Kenya complimented this service delivery in the pastoral production systems and pledged government support towards recognizing and legalizing this mobile service.
- On September 24, 2009, PACAPS participated in the Annual Kenya Camel Association meeting held at the Kenya Agricultural Research Institute headquarters, Nairobi. The association has made significant progress in popularizing camel development, and marketing of live animals and products. Recent information shows that Ethiopia may be forming a camel association along the same structure as Kenya.

[1] https://wikis.uit.tufts.edu/confluence/display/FIC/Participatory+Impact+Assessment

Lessons learned

Some key points and lessons about coordination at the early stage of the program were as follows:

- There was an initial perception within USAID that Tufts could take responsibility for M&E in RELPA. However, the implementers of RELPA components were not contractually obliged to report to Tufts. The discussion led to a common understanding that USAID was responsible for M&E, with initial ideas for USAID Activity Managers in Kenya and Ethiopia to take on M&E tasks. The lesson here was a third party – in this case, Tufts – cannot take responsibility for M&E in a multi-agency program unless standard USAID contracts are revised and/or programs are structured with an M&E function and agency positioned above implementing agencies in the program organogram/hierarchy.
- Another lesson was that it was useful to distinguish between 'coordination' and 'technical coordination'. Coordination implied a management function for Tufts in the RELPA program, which in turn, implied some control over program resources and information. Again, due to the structure of the program and contracting arrangements with other RELPA actors, it was evident that Tufts lacked control over resources, other than in PACAPS. For this reason, the term 'technical coordination' was used deliberately in Objective 1 of the Technical Application as a means to capture a technical support role rather than a program management role for PACAPS.
- The PACAPS CoP made a considerable contribution to pro-pastoralist thinking and processes, through networking, facilitation and lobbying, and was a driver of the new HoA PN. Although by nature, ad hoc support is difficult to plan, there was flexibility within PACAPS and USAID to allow the CoP to follow up strategically important leads and processes as they emerged.

b. Dissemination of information – website presence

Materials produced by PACAPS were housed on the following websites:

- The website of the Feinstein International Center at Tufts, with PACAPS documents accessed via https://wikis.uit.tufts.edu/confluence/display/FIC/Regional+Policy+Support+to+COMESA+--+Project+Outputs
- Two USAID websites as follows:
    - the USAID knowledge management website FOSTER http://communities.usaidallnet.gov/foster/ with PACAPS documents positioned under References/Agriculture and Food Security/Livestock and Pastoralism;
    - USAID/CDIE/D as required by the Cooperative Agreement, CDIE website http://www.dec.org/submit.cfm
- The COMESA website e.g. the PFFSPA at: http://programmes.comesa.int/attachments/024_091215_PFFSPA_Consultative_Draft_Dec_%2009_final.pdf
- The NEPAD/CAADP website e.g. http://www.nepad-caadp.net/pdf/COMESA%20Economic%20Diversification%20Pastoralists%20Policy%20Brief%203%20(2).pdf
- The Future Agricultures website at: http://www.future-agricultures.org/pdf%20files/PFFSPA%20Consultative%20Draft%20Dec%2009%20final.pdf

News of PACAPS events and materials was also sent to WISP/IUCN, http://www.iucn.org.wisp .

Lessons learned

For a two-year project with relatively limited funding, good use can be made of existing websites to publicize and house project outputs.

3.1.2 Early livelihoods-based response to crises

The stated Objective and Results in the Tufts PACAPS Technical Application were as follows:

Objective 1.2 **Improved capacity of ELMT partners to support timely and harmonized livelihoods-based cross-border relief interventions, informed by a regional perspective of livelihood conditions**

Result 1.2.1 Cross-border early response plans developed with ELMT partners and COMESA, with triggers for early livelihoods-based response, technical protocols for implementation, and supportive budgetary and procurement arrangements in place.

Result 1.2.2 In the event of crisis during RELPA, timely livelihoods-based responses by ELMT partners according to the advance response plans and arrangements designed under Result 1.2.1.

The activities to achieve this objective and results followed a logical sequence viz.

- analyze the analytical and institutional barriers to ER;
- work with partner organizations to improve contingency plans and the EW-ER link;
- improve agency preparedness.
- improve district-level preparedness

Specific activities and outcomes as described below.

- **Analyze the analytical and institutional barriers to ER**

Workshops in Addis Ababa and Nairobi in January 2008 were used to identify and discuss the barriers to early drought response. At these workshops an important tool – the Crisis Calendar - was developed and introduced to improve the technical capacity of humanitarian agencies to respond to slow-onset crises in a more timely way. The Crisis Calendar was based on an understanding of pastoral livelihoods and was a significant contribution to the field of ER. Experiences from these workshops informed two discussion papers on preparedness auditing and triggers for early response (produced in September and October 2008 respectively; see Annex 1), and led to a two-tier analytical framework to discuss the problems of ER which affect both EW/ER and contingency planning. The two-tier framework involved analyzing (i) the technical causes; and (ii) system causes of slow response.

- **Improve Contingency Plans and the EW-ER Link**

A series of meetings and workshops with NGOs were used to review contingency plans from different ELMT partners. The Crisis Calendar continued to be a useful tool to link stronger livelihood analysis of the potential impact of impending crises to early interventions for livelihood protection. PACAPS assisted agencies to transform contingency plans into more strategic Livelihood Support Plans covering the relief to development cycle.

- **Improve Agency Preparedness**

A Preparedness Audit was developed by PACAPS which allowed agencies to see where and how to reduce their start-up times through various advance measures. Under PACAPS, we piloted initiatives – both at the agency, district and national levels – that required the actors to think differently about how they communicate and work with each other. Specific activities included Preparedness Clinics with ELMT partner agencies, Oxfam and SC UK, and Preparedness Audits.

The clinics were used to introduce the idea of the "start-up" timeline and how to reduce these start-ups through advance preparation. PACAPS addressed many of the technical solutions required to reduce the start-up time frame. We also facilitated agencies' discussions of the

system causes to slow response and looked at the changes needed to improve communication and the internal workings of the response system.

Lessons learned

The most significant lesson is that without addressing the broader dynamic of how the multiple actors in the response system communicate with each other and work together, technical "fixes" and capacity support to individual agencies will fail to produce a more timely response.

Within RELPA, an important barrier to early response fell outside the control of PACAPS or ELMT. This was the use of the variance arrangement to, in theory, allow ELMT to reallocate up to 10% of its budget to drought interventions without approval from USAID East Africa. However, the use of the variance option for drought response was blocked by the USAID East Africa financial administration. This decision seemed to be based on a personalized interpretation of technical needs. The RELPA program was intended to draw lessons from the USAID Pastoralist Livelihoods Initiative in Ethiopia, which benefited from rapid use of the variance option by USAID with related livelihoods-based interventions such as commercial destocking. The USAID East Africa office took a different position on the use of the variance funds and effectively prevented early drought response under RELPA. This experience points to an important institutional barrier to early drought response in USAID, and negated much of the excellent contingency planning work conducted by PACAPS with ELMT partners under the program. At the time of writing this report in April 2010, it seemed that procedures and decisions around the use of variance funds was still down to individuals within the finance/administrative units of USAID.

3.1.3 Support to impact assessment

The stated Objective and Results in the Tufts PACAPS Technical Application were as follows:

Objective 1.3 **Lessons from ELMT developmental and relief interventions used to inform policy debate and improved programming**

Result 1.3.1 Impact assessments of ELMT activities used to inform policy process at COMESA

Under this Objective ELMT partners were trained in participatory impact assessment by PACAPS. Details of the training course and materials are provided on the CD ROM.

Immediately after the training, PACAPS then led an impact assessment of veterinary services in and around Mandera in northeast Kenya, working with some of the trainees from VSF Suisse. The assessment report is available on the CD ROM.

Lessons learned

When deciding whether an impact assessment of a particular intervention is likely to be useful or not, the activities and timing of the intervention are first reviewed. If activities have been delayed, poorly implemented, or have not been running for an insufficient period of time, then impact assessment is unlikely to show impact. The intervention of VSF Suisse which was selected for assessment had been running for seven years, and so started many years before ELMT. There was strong evidence of impact and may useful lessons learned, although much of this impact could not attributed to ELMT per se.

When examining other ELMT activities, it was clear that the start-up of many activities had been delayed. Although these activities might lead to impact at some point in the future, it was usually too soon for an impact assessment to be worthwhile – especially in terms of generating

evidence for the policy work with COMESA (Result 1.3.1). PACAPS used impact assessments and research from other programs in the capacity-building support to COMESA.

3.2 Support to control of transboundary animal diseases

Objective 2 **Strengthened cross-border animal health service delivery, disease surveillance and epizootic disease contingency plans in the Mandera Triangle**

Result 2.1 Harmonized cross-border strategy for supporting privatized community-based animal health worker (CAHW) delivery and surveillance systems in ELMT operational areas

Result 2.2 Cross-border contingency plan in place for RVF in the Mandera Triangle

3.2.1 CAHW delivery systems

The intention of PACAPS was to support cross-border harmonization of CAHW systems in the RELPA program area. At the start of the project in July 2007 the situation by country could be summarized as follows:

Kenya – a long history of piloting and application of CAHW systems in pastoralist areas by NGOs from the mid 1980s; NGO-government forums started in the early 1990s; various evaluations from the mid 1990s onwards; numerous projects providing policy and legislative support to the Kenya Veterinary Board (KVB) and DVS; KVB minimum standards and guidelines for CAHWs published in 2002, and new legislation drafted in 2002 with flexible provision for different types of veterinary para-professional. In contrast, periodic and highly publicized criticism of CAHWs from the Kenya Veterinary Association and at times, academics, but the approach continued to be widely supported in the field by NGOs, local government and donors, and AU-IBAR.

Ethiopia – the successful use of CAHWs for rinderpest eradication in pastoralist areas in the early to mid 1990s led to debate in the veterinary profession, alongside widespread support to CAHWs by NGOs and increasing use of private 'pharmacy-CAHW network' models. A multi-stakeholder policy process with impact assessments started in 2000, leading to government minimum standards and guidelines for CAHWs issued in 2004, and a Proclamation recognizing CAHWs. The process involved government, the Ethiopian Veterinary Association, NGOs and academics. Since then, CAHWs have become normative in pastoralists areas with debates focusing not on whether they should be used, but how to strengthen the approach and ensure quality control.

Somalia – early use of CAHW-type approaches by GTZ in the central rangelands in the mid to late 1980s, working closely with government. From the early 1990s widespread use of CAHWs by NGOs, especially in the northwest (Somaliland); AU-IBAR and Tufts works with Somaliland administration in 2004 to produce minimum standards for CAHW projects. Patchy application of CAHWs in the south, with increasingly difficult access for international NGOs; private pharmacy-CAHW models tested in Gedo Region and functioned well.

Cross-border – use of cross-border CAHW approaches included the AU-IBAR/Tufts 'Somali Areas Community Animal Health Project' from 2003 to 2005, funded by OFDA, which set up cross-border systems in southern Somalia-southern Ethiopia; some local Kenyan-Somali NGOs also operated CAHWs systems across the Kenya-Somalia border around the same time.

International – FAO had been a long supporter of CAHW systems, at least in terms of technical direction from Rome. Commitment at country level has varied according to the views of technical

staff at different times, and with no policy from headquarters, mixed support to CAHWs on the ground. Between 2000 and 2004, AU-IBAR and Tufts worked with the Office international des epizooties (OIE, World Organization for Animal Health) to review the international standards for veterinary services (as detailed in the OIE Code). In May 2004 the OIE General Assembly endorsed changes to the OIE code that defined 'veterinary paraprofessionals' and guided national veterinary services on their use. These guidelines allowed national veterinary services to recognize CAHWs, provided their tasks and training were recognized and regulated by a defined statutory veterinary body. This was an important step forwards because some countries (such as Kenya) were hitherto rejecting CAHWs on the grounds that these workers were not mentioned in international standards. The changes to the OIE Code meant that such claims were no longer valid.

In summary then, at the start of PACAPS a supportive policy environment for CAHWs was evident in Ethiopia but not in Kenya, and the extent to which CAHWs were supported in southern Somalia was probably location and context-specific. In terms of bringing the three countries together to discuss harmonization of CAHW approaches, informal discussions with the DVS Kenya indicated their limited interest because of the lack of supportive policy for CAHWs in Kenya. Due to this situation, and based on the time and resources available, PACAPS tried to influence the DVS Kenya to take a more pro-CAHW position. However, the project was also aware that NGO-government forums and dialogue around CAHWs issues had already been taking place for nearly 20 years in Kenya. Plus, more studies and evaluations had been conducted on CAHWs in Kenya than any other Africa country, with every aspect of CAHW quality, training, surveillance, regulation and so on covered. The work was as follows:

- An initial strategy of using the TWG on Livestock Services as a means to engage the DVS Kenya in dialogue on CAHWs. PACAPS drafted TOR for this TWG which included policy influence as a specific area of activity. However, the lead agency for the group, VSF-CH, later focused on collating best practice experiences from within ELMT partners. As the TWG became less active, the space for a concerted 'push' on the DVS Kenya seemed to disappear.
- PACAPS worked through regional organizations of which Kenya was a member viz. COMESA and IGAD. CAHW delivery systems were noted as part of a strategy for protecting livestock assets in pastoralist areas in relevant sections of the Pastoralism and Policy trainings with COMESA and partners (including the DVS Kenya, IGAD and AU-IBAR), and also featured in the COMESA consultative draft of the PFFSPA (see section 3.4).
- PACAPS reviewed the Kenya IGAD-LPI position paper developed as part of the process for developing IGAD regional animal health and trade policies, under the FAO-IGAD LPI project. The paper used aspects of the OIE Code dealing with professionalism and technical competence to imply that an 'alternative' approach was needed in Kenya. PACAPS comments on the paper are copied below to show the issues under debate.

> *Under the <Kenya Paper> Policy Objective 4.1:*
>
> *- there seems to be a highly selective or restricted interpretation of the OIE Code and related PVS tool. While the document states that basic OIE principles include professionalism and technical competence, it overlooks most of the other elements of the Code related to the evaluation of veterinary services. The OIE takes a common-sense approach and recognizes that levels of professionalism relate to funding and economics, and realities on the ground. It allows for a wide range of options in terms of trained workers, but the key principles are actually good management, supervision and regulation within a given economic context. While Kenya may aspire to a higher level of professionalism the issue of who will pay for this remains unclear given that using the current PVS tool, under item I-8 Funding in the tool, Kenya's Level of Advancement is around 2/5, and may be as low as 1/5.*

- the document talks about an alternative system; without specifying what this system might be. If this means community-based veterinary workers as a type of veterinary paraprofessional, this is of course allowed by the OIE Code and indeed supported but only if these workers are regulated and managed according to the Code's principles. The Code doesn't really allow for alternative systems but then CAHWs and the like are not alternatives but part of the overall system (or should be).

- the OIE PVS tool includes active stakeholder consultation as a measure of the competence of a national veterinary service. Its surprising that if this consultation took place, then livestock keepers would opt for more vets even though most of them have probably never seen a vet. The recent investigations by FAO Kenya (through Kesarine consultants) support the notion that livestock keepers in many parts of the country have a high level of contact and confidence with CAHWs and only modest contact with professionals.

- ironically, those countries in region with the largest formal livestock exports (Sudan and Ethiopia) have both endorsed CAHWs and integrate them into national systems; this is an ongoing process with much work to be done, but reflects a progressive and realistic strategy. In contrast Kenya has a very small livestock export industry. It has a strategy for improving veterinary services which is based on further use of veterinary professions but lacks sufficient budget (or even recognition of the budget required). A regional body would draw on positive lessons and evidence from its Member States – in this case Sudan and Ethiopia – and formulate regional policy accordingly. If so, where does this leave Kenya?

- PACAPS supported the review of CAHWs in Kenya commissioned by FAO and contracted to Kesarine & Associates (a company which also provided STTA to PACAPS). One outcome of the review was to 'formulate a framework for policy engagement and possible legislation to facilitate CAHWs'. PACAPS provided numerous documents to Kesarine & Associates and participated in related workshops in Nairobi.
- The impact assessment of the CAHW system in Mandera (see section 3.1.3) was partly intended to produce evidence which NGOs and donors might use to influence the DVS attitudes towards CAHWs. The impact assessment focused on two main areas viz. the performance of the private pharmacy-CAHW network system, and the quality of CAHW treatments. In both areas the results were very positive, with the latter including a comparison of mortality in CAHW-treated herds against owner-treated herds.

Lessons learned

In terms of policy support, PACAPS was designed to work mainly at a regional policy level with COMESA, rather than provide in-depth support to policy processes at national level. However, to some extent the quality of regional policy, especially at the time of implementation, depends on the capacity of the member states. In the case of CAHW-type systems in pastoralist areas, these approaches have considerable potential to support cross-border disease control and surveillance systems – and cross-border approaches are central to epizootic disease control in these areas. Unfortunately, until Kenya formally recognizes CAHWs the use of these workers in regional disease control programs seems to be compromised. In early 2010 Kenya's RELPA neighbours viz. Ethiopia, Somalia, supported CAHWs whereas Kenya did not. While recommending that in future USAID EA might work with other Nairobi-based donors and USAID Kenya to support a specific policy support program for veterinary services in Kenya, such programs have been implemented in the past but with limited success. Despite the evidence that well-trained and monitored CAHWs have a clear role to play, the Kenyan veterinary establishment remains against CAHWs on the one hand, but on the other hand, is also unable to offer alternative solutions to primary veterinary care in pastoralist areas. This

chronic weakness in veterinary governance in Kenya reflects technical and organizational weaknesses in the key actors, being the DVS, the Kenya Veterinary Board, the Kenya Veterinary Association, and the veterinary faculty at the University of Nairobi.

3.2.2 Rift Valley fever contingency plans

The intention of PACAPS was to support the development of a regional contingency and response plan for RVF, with a view to assisting countries to predict and respond more effectively to RVF risks. Economically, the benefits could include a reduced risk of Gulf states imposing livestock trade bans on the region. In terms of public health, better RVF prevention could lessen disease and deaths in people.

PACAPS first tried to assess existing RVF programs in the region, and determine how the project might support these efforts. In addition to departments of veterinary services and ministries of health, key actors were national and regional FAO offices (with both development and emergency programs), AU-IBAR, the Center for Disease Control (CDC), and the FAO Emergency Centre for Transboundary Animal Diseases (ECTAD) in Nairobi, the OIE sub-regional office in Nairobi, and ILRI (in Nairobi). At least two projects seemed to be ongoing, being a regional RVF preparedness project supported by the FAO regional emergencies office (in Nairobi) and, an ILRI-CDC project to develop a decision-support tool for RVF.

During the first year of PACAPS, the project contacted these actors to try to collect information on the objectives of the different projects, and the extent to which a regional effort around RVF was being supported. After 12 months of meetings and email request, it was still very unclear 'who was doing what', or whether the technical approaches being applied were actually needed; regional coordination seemed to be minimal.

- On technical side, by defining RVF as a transboundary disease the OIE implies that regional, cross-border approaches to preparedness and control are needed. However, the picture from 2007 to mid 2008 was a series of national-level projects and processes with few linkages between countries and different technical strategies. For example, Ethiopia was following a surveillance-based approach aimed at early detection and possible strategic vaccination; the disease had not been diagnosed previously in Ethiopia. Kenya seemed to follow a mass vaccination approach. Not only were these strategies not coordinated, but some Gulf states seemed to have a policy of rejecting live trade animals which had received RVF vaccine.
- Although Nairobi housed three agencies responsible for technical direction and/or coordination of regional animal disease control issues, none of these seemed to provide clear leadership to a regional RVF effort. The agencies in question were AU-IBAR, FAO-ECTAD and the OIE sub-regional office. There seemed to no regional strategy or plan to bring countries together to jointly develop regional RVF strategies.
- None of the actors (other than the DVS Ethiopia) seemed to be viewing the development of national or regional RVF preparedness and response from the perspective of trading partners, and especially, the requirements of the Gulf states. Dialogue with trade partners seemed to be minimal. This raised a concern that any system developed by Horn of Africa countries without an understanding of the needs of importing countries, ran the risk that bans would still be imposed.
- FAO Rome published technically-sound and clear guidelines for national RVF contingency plans in 2002 [2]. Therefore, it was unclear what added value new decision-support tools would bring to the problem.
- Coordination within FAO seemed to be a problem. The entities were: FAO EMPRESS in Rome as a recognized technical leader in TAD control; the FAO ECTAD office in Kenya; FAO country offices in Ethiopia, Kenya and Somalia (based in Nairobi), each with development and emergencies

[2] Geering, W.A. and Glyn Davis, F. (2002). Preparation of Rift Valley Fever Contingency Plans. FAO Animal Health Manual 15, FAO, Rome http://www.fao.org/docrep/005/y4140e/y4140e00.HTM

projects; the FAO regional emergencies office in Nairobi, reporting to the FAO emergencies section in Rome; the FAO sub-regional office in Addis Ababa, handling development issues. Among the coordination issues was that neither the technical capacity in FAO - in FAO EMPRESS - nor the more local FAO ECTAD, had line management control over the RVF project run by the regional emergencies office.

- By 'regional' most of the actors defined the region according to the countries named in projects. Therefore, although framed as regional efforts the projects did not include countries such as Sudan (where RVF was recently diagnosed), Eritrea or Djibouti.
- In the absence of strong regional leadership and coordination, organizations tend to compete for resources rather than harmonize their efforts.

A common issue across the above points was the high input into the various projects from veterinarians, and relatively limited or no input from trade experts. PACAPS took the view that a broader look at the RVF problem was needed, and that trade specialists/organizations might take a more pragmatic approach than the somewhat technocratic tendencies of the vets. If so, dialogue between bodies such as COMESA and its equivalent in the Gulf, the GCC, might be a way forward.

PACAPS organized COMESA representation at an RVF meeting in Zanzibar, organized by FAO-ECTAD in mid December 2008. The participants were national representatives from Ethiopia, Kenya, North Sudan, South Sudan, and FAO Somalia, FAO-ECTAD, AU-IBAR, USAID-EA and COMESA. At this meeting a road map was agreed towards harmonizing RVF prevention and control strategies in the Horn of Africa, as follows:

1. *Liaise with GCC member states to:*
    i. *Explore the expectations and requirements of GCC member states in terms of RVF preparedness and control in Horn of Africa countries.*
    ii. *Identify measures that are currently implemented to control and prevent RVF in their respective countries. This will be carried out by a team of regional technical experts lead by COMESA trade experts. The team will undertake an assessment of the current capacity of veterinary services of the Horn of Africa countries against the expectations and requirement of GCC member states.*

2. *Assuming that guidance on RVF from GCC is forthcoming, COMESA in collaboration with AU-IBAR and FAO-ECTAD will convene a meeting of Chief Veterinary Officers from Djibouti, Ethiopia. Kenya, South Sudan, North Sudan, Eritrea and Somalia to review the outputs of the liaising mission with GCC secretariat and its member states. The meeting will validate the results of the preliminary assessment study regarding matching the GCC requirements with what the countries are planning or doing, and harmonizing the strategy at regional level. The output of this workshop will be to define the way towards regional control and prevention RVF.*

As far as we know, this was the first time that regional animal health organizations had a) recognized the need to liaise with the GGC over RVF plans, b) recognized the potential role of a trade organization such as COMESA, and c) defined the 'region' according to all of the relevant states.

The coordination and other issues were followed up at USDA/USAID TADs and Trade workshop in Nairobi, March 30th to April 3rd 2009 (see section 3.5.1f). A meeting was held to review actions taken since the previous COMESA meeting held in Zanzibar. In attendance were veterinary officers and traders from exporting countries (Ethiopia, Kenya, Somalia) and importing countries (Oman, Saudi Arabia, Yemen), plus COMESA, AU-IBAR, PACAPS, FAO Ethiopia, USDA and USAID EA. All agreed that such face-to-face meetings were useful for both the officials of the exporting and importing countries to get to know their counterparts on both sides of the Red Sea. The meeting proposed the following:

1) That COMESA continues its engagement to advance the cooperation between the exporting and importing countries.
2) COMESA, leading a team of experts, will visit countries in the Gulf and Yemen to learn more about RVF engagements in those countries and to discuss the technical requirements by these countries to import livestock from the Horn of Africa.
3) COMESA will organize a meeting between exporting and importing countries' CVOs to discuss and explore ways of harmonizing requirements. The initiative will also institute a regional RVF information exchange mechanism, engaging both exporters and importers, that will improve trust and transparency. Specifically the exchange will involve disease information and new measures or modification of existing measures, risk communication and complementary RVF response system.
4) COMESA, in coordination with importing countries (GCC and Yemen) and AU-IBAR and others, will organize a workshop at a decision making level for importing and exporting countries to further discuss and endorse the harmonized requirements and the regional RVF mechanism. It is suggested that the meeting be held in Oman before the OIE annual meeting 2009.

Therefore, PACAPS achieved some success in opening up the RVF issue to include COMESA as a trade organization, and by promoting the need for dialogue between COMESA and GCC. Ultimately, the intention is now for Horn of Africa countries to develop RVF contingency arrangements jointly with the GCC and thereby avoid misunderstanding and future bans.

Lessons learned

'Veterinary governance' at the regional level remains weak and tends to focus on the technicalities of specific TADs. If the main objective of TAD control is to promote trade, it makes sense to involve trade organizations such as COMESA or even enable such bodies to take a lead on these issues with technical agencies such as FAO and AU-IBAR providing supportive roles. The creation of ACTESA under COMESA is also a positive move in terms of organizing RVF efforts around trade objectives.

3.3 Support to regional early warning/early response

The relevant Objective and Results were as follows:

Objective 3 **Improved EW/ER analytical approaches introduced and tested at community and organizational levels, and used to inform future planning and institutionalization of a regional Livelihoods Monitoring and Response facility**

Result 3.1 Local communities better informed to manage livestock and range resources and to mitigate the effects of shocks through timely delivery of EW data on disease outbreaks, market dynamics and regional range conditions.

Result 3.2 Enhanced regional coordination of information and response tested by incorporating stronger analytical outputs – from a livelihoods and regional perspective – to add value to existing national and local EW information base

Result 3.3 A prototype Strategic Livelihood Support Plan produced to assist strategic pastoral development planning with in-built crisis contingency plans

3.3.1 Community-based information systems

This area of work was dropped by FEG early on in the project, with agreement from Tufts and USAID.

3.3.2 Cross-border livelihoods profiles

The initial area of work under this result was to develop a data management and analysis tool to bank existing and new baseline data and to facilitate regional analysis. The intention was to introduce a unifying livelihoods-based analytical framework to help bridge the disconnects between EW systems in Ethiopia, Kenya and Somalia.

An important assumption was that the same EW methodology – the Household Economy Approach (HEA) – had been in use in the three countries for a number of years. In theory then, better cross-border analysis could include linking the HEA data from different sides of a border into a set of new cross-border livelihoods zones, leading to outputs such as regional maps which delineated these zones. It was further assumed that for certain cross-border areas where social, ecological and economic conditions were similar on both sides of the border, the existing HEA baseline data on each side of the border would be similar. However, this was not the case and in June 2008 a preliminary analysis of the existing HEA baselines by Tufts showed marked differences in for example, livestock holdings by wealth group on different sides of the border (Annex 2). Livestock assets were selected as a key indicator to measure due to the important of livestock in these areas.

This analysis raised questions such as, for a given cross-border area which set of paired HEA data was correct, if any, and how could the validity of the data be verified? A concern was that the HEA methodology had been applied differently in different countries, leading to very different results from what were essentially the same social-environmental-economic zones. It was further recognized by Tufts that as a qualitative methodology, the validity of HEA was highly dependant on the experience and skills of the practitioners on the ground. In contrast, FEG saw HEA as a standardized method.

Discussion on these issues led to an understanding between Tufts and FEG on the need to improve the consistency and quality of the HEA data and analysis, before data from different sides of a border could be combined. FEG consultants then conducted a detailed review of the timing of the different the existing baseline data, and ways in which data had been analyzed. Over time, this led to the realization that further field work was needed to collect new HEA data in many areas, and this was planned for February and March 2009 to take place in Ethiopia, Kenya and Somalia. Organizing the field work was a major effort by FEG, involving FEWSNET and NGO partners – especially SCUK- in three countries, and with security constraints and dwindling budget (PACAPS was due to close in May 2009 and these activities were not previously envisaged by FEG).

As PACAPS was extended to the end of September 2009, the HEA field data collection went ahead and led to a draft cross-border analysis report in July 2009, which was finalized in August 2009 (see Crosskey and Ismail, 2009). Section 2 of the report presents the livelihoods profiles for two cross-border areas viz: Filtu-Dolo Ethiopia/Mandera Kenya Pastoral zone, and the large Ethiopia/Somalia West *hawd* Pastoral zone. These profiles are the first detailed cross-border baseline profiles produced in the Horn of Africa, and so represent substantial progress towards Result 3.2. In terms of the RELPA area, FEG noted a further eight cross-border livelihoods zones where analysis was still needed. In other words, two out of 10 cross-border profiles were completed.

Lessons learned

These experiences indicate that problems with existing HEA baselines were largely overlooked at the start of the project and only became apparent after the process of baseline harmonization began. The resulting two cross-border profiles are an important output, but were achieved only after considerable technical effort and commitment from FEG staff, liaison and joint planning with field partners, and cost. Therefore, questions remain over the future use of the approach, such as the high level of technical assistance needed, the cost, and the extent to which in can be institutionalized. In addition, specific methodological issues/problems with the earlier HEA baselines need to be fully

documented and be made available in the public domain. These issues are not mentioned in the final FEG report to PACAPS.

Partly for these reasons, during the formulation at the regional PFFSPA with COMESA and other stakeholders, a decision was made to advocate for further cross-border EW analysis without specifying which methodology(s) should be used. Experiences from PACAPS were specific to Somali cross-border areas, where in the region as whole, various EW survey methods are used and each has pros and cons.

3.3.3 Prototype Strategic Livelihoods Support Plan

This plan was not developed by FEG but noted as a future need in their final report. To some extent, the HoA-PN took over some of the ideas behind the plan.

3.4 Pastoralism policy support to COMESA

Objective 4 **Improved capacity of COMESA to lead the coordination of pastoral areas initiatives in the Horn of Africa region**

- **Result 4.1** Improved internal capacity of COMESA for critical analysis and prioritization of livestock and pastoralism issues with relevant inclusion in the emerging regional food security policy frameworks under CAADP Pillar III.
- **Result 4.2** Technical support to the COMESA Core Regional Committee (CRC) for pastoralism programs.
- **Result 4.3** Inclusion of pastoralist food security issues in the CAADP roundtable meetings for Ethiopia and Kenya.
- **Result 4.4** A COMESA programme and plan for finalizing a regional policy to promote food security in pastoral areas of the Horn of Africa region under CAADP Pillar III and sustaining a permanent COMESA platform for coordination of relevant pastoralism initiatives and policy dialogue.

Relative to situation in COMESA at the start of PACAPS, by the end of the project pastoralism was far more understood, and supported by COMESA. Whereas at the start of PACAPS in 2007 these issues were largely absent from COMESA thinking and policies, by the end of the project they were very firmly on COMESA's agenda. Pastoral livestock issues were also adopted by the Alliance for Commodity Trade in Eastern and Southern Africa (ACTESA), under COMESA, towards the end of the project. The process of awareness-raising within COMESA was based on the following activities.

3.4.1 Day-to-day policy support to the COMESA Secretariat

The key strategy used by PACAPS to support capacity-building in COMESA was the secondment of a Senior Pastoralism and Policy Adviser, Dr. Dawit Abebe, from Tufts into the COMESA Secretariat in Lusaka. Working alongside CAADP staff and core COMESA staff, Dr. Abebe provided day-to-day advisory and mentoring support, assisted COMESA to organize the Regional Livestock and Pastoralism Forum meetings, represented COMESA on pastoralism issues at relevant technical meetings, and helped to organize the PACAPS training courses on pastoralism for COMESA and partners (see section 3.4.4 below).

3.4.2 COMESA Regional Livestock and Pastoralism Forum

PACAPS worked with COMESA to organize the RLPF meetings. These meeting were convened by COMESA, and were a means for COMESA personnel to consult with regional and national actors and gather opinions on the regional policy support needed for pastoralist development.

The first RLPF meeting took place in Lusaka in May 2008 and included presentations from PACAPS on livestock CBT (by Yacob Aklilu) and mainstreaming livestock and pastoralism into the CAADP pillars (by Dr. Dawit Abebe). The policy brief on CBT prepared by PACAPS was distributed at the meeting. There were 36 participants representing COMESA, CAADP, AU-IBAR, IGAD-FAO, ASARECA, CAADP Ethiopia, CAADP Kenya, FANRPAN, Zambian government, the USAID 'PROFIT' project in Zambia, and private sector actors.

The second RLPF meeting took place in Nairobi in March 2009, and PACAPS presented a keynote paper on livestock marketing in pastoralist areas (by Francis Chabari). The meeting produced a detailed list of policy issues and related actions on issues such as livestock trade and mobility, with emphasis on the COMESA roles. There were 37 participants at the meeting, representing COMESA, USAID East Africa, USAID Ethiopia, IGAD-FAO, CAADP Ethiopia, CAADP Kenya, FAO-ECTAD, IUCN/WISP, NGOs (CARE, Oxfam GB, CordAid and others), universities of Nairobi and Malawi, and private sector actors.

The reports on both meetings are available on the CD-ROM. By the end of PACAPS it seemed likely that ACTESA would continue the RLPF meetings, indicating that the meetings were viewed by COMESA/ACTESA as a useful way to engage regional and national stakeholders.

3.4.3 AU/NEPAD *Framework for African Food Security*

In February 2008 PACAPS reviewed the CAADP Pillar III *Framework for African Food Security* (FAFS)[3], collated by the University of KwaZulu-Natal in South Africa. The purpose of FAFS is to guide and assist stakeholders in Africa to simultaneously meet the objectives of CAADP Pillar III and the broader African development agenda. The FAFS aims to provide principles, recommended actions, coordination, peer review and tools to guide national and regional policies, strategies, investments, partner contributions and advocacy efforts to overcome these challenges, leading to increased food supply, reduced hunger and malnutrition, and improved food security risk management.

The inputs of PACAPS included: recognition of pastoralists as a food insecure and vulnerable group, but with markedly different characteristics and needs relative to settled farming communities; the potential role of livestock CBT to improve trade in livestock commodities regionally and internationally.

3.4.4 Regional trainings in *Pastoralism and Policy*

PACAPS used three tailor-made training courses on pastoralism and policy, designed and implemented by Tufts with support from STTA. The course content drew on an initial training needs assessment of staff in the COMESA Secretariat, completed in April 2008 and covering personal experiences of livestock and pastoralists areas, and attitudes towards pastoralism. Details on the three courses are provided below.

Regional Livestock and Pastoralism Policy Training, Part 1: Livestock Trade and Economics

- Held in Garissa, Kenya 22nd to 26th September 2008, with 13 participants from COMESA/CAADP, AU-IBAR, IGAD-FAO, CAADP Djibouti, CAADP Ethiopia and CAADP Kenya.
- Designed and facilitated by Tufts (FC, AC, YA, and DA), and STTA Professor Peter Little from Emory University.

[3] http://www.ukzn.ac.za/acfsdocs/CAADP%20FAFS%20BROCHURE.indd.pdf

- Introduced the livelihoods framework as a tool for analyzing pastoralism in the Horn of Africa.
- Covered domestic, cross-border and international livestock trade and related CBT issues; also covered livelihoods diversification in pastoralist areas.
- Field visits to the Garissa livestock market.
- Ended with sessions of 'key policy areas' for COMESA.

Regional Livestock and Pastoralism Policy Training, Part 2: Mobility Matters

- Held in Adama and Awash, Ethiopia 18th to 21st November 2008, with 14 participants from COMESA/CAADP, AU-IBAR, IGAD-FAO, CAADP Djibouti, CAADP Ethiopia and CAADP Kenya, and SCUS Ethiopia.
- Designed and facilitated by Tufts (FC, AC and DA), and STTA Dr. Roy Behnke and Ced Hesse, International Institute for Environment and Development (IIED).
- Covered: the ecological basis for pastoralist mobility; land tenure; traditional institutions and natural resource management; conflict in pastoralist areas; and pastoralist political representation.
- Field visits to Kereyou and Afar pastoralist areas, including areas with displacement of Afar due to commercial irrigated sugar factories; discussions with Borana elders.
- Ended with sessions of 'key policy areas' for COMESA.

Regional Livestock and Pastoralism Policy Training, Part 3:Drought, Livelihoods and Food Security

- Held in Nairobi, Kenya 8th to 10th June 2009, with seven participants from COMESA/CAADP, and CAADP Ethiopia and CAADP Kenya.
- Designed and facilitated by Tufts (FC, AC and DA), and STTA Professor Peter Little from Emory University and Mike Wekessa from Kesarine and Associates.
- Covered: drought cycle management; livelihoods-based programming; institutional issues around contingency planning and early response; international[4] and national standards and guidelines for livestock emergencies.
- The training included presentations on the Hunger Safety Net Programme in Kenya, and a field visit to the project areas of the Mainyoito Pastoralist Integrated Development Organisation.

The Nairobi training was followed by a one-day meeting to collate and prioritize policy issues form COMESA, for inclusion in the draft PFFSPA (see section 3.4.5). Reports on all three trainings are available on the CD-ROM.

3.4.5 Policy Framework for Food Security in Pastoralist Areas

Following the recommendations of the two RLPF meetings (section 3.4.2) and the policy areas arising from the three Pastoralism and Policy trainings (section 3.4.4), PACAPS drafted the COMESA *Policy Framework for Food Security in Pastoral Areas* (PFFSPA). This document was released on the COMESA website as a consultative draft in December 2009, thereby meeting the PACAPS intention of drafting the framework before the end of the project. The COMESA website summary of the document reflects the extent to which COMESA has adopted pastoralist policy issues since the start of PACAPS:

> *Under the PACAPS project COMESA developed a consultative draft of the* ***Policy Framework for Food Security in Pastoralist Areas (PFFSPA),*** *under CAADP Pillar III. The policy framework is specific to vulnerable and food insecure pastoralist populations in the COMESA region, while also being closely aligned with the CAADP principles. The PFFSPA also complements the generic Framework for African Food Security which has been developed by the African Union/New Economic Partnership for Africa's Development (AU/NEPAD).*

[4] http://www.livestock-emergency.net

The PFFSPA examines the special and complex challenges facing pastoralist communities within the context of the COMESA regional mandate of promoting the free movement of goods, services and people. Therefore, the framework emphasizes the cross-border and regional aspects of pastoralist livelihoods and the policy options for strengthening these livelihoods through better integration of pastoralists into national and regional economies.

Read the policy framework document here or refer to the COMESA website

PACAPS took an evidence-based approach to drafting the PFFSPA which looked critically at a mass of pastoral development and emergency projects over many years, and examined impacts. This approach required a clear distinction to be made between the implementation of activities or analytical methods, and the actual impact of these activities/methods on livelihoods.

3.4.6 COMESA Council of Ministers of Agriculture and Environment Meeting

PACAPS presented a briefing on RELPA at the COMESA Council of Ministers of Agriculture and Environment Meeting in Victoria, Zimbabwe in September 2009. Following the briefing, the Ministers made the following decisions on pastoralism:

- *During periods of drought or disaster mobility becomes absolutely essential for pastoralists, when they are forced to move in order to survive. Drought is a normal occurrence in drylands, and is a key reason why mobile livestock keeping rather than crop is the production strategy of choice.*
- *Member States with significant areas under pastoral production system should recognize the necessity for mobility as a strategy for production, access to market (trade) and survival in situation of natural and man-made disasters;*
- *Pastoral policies should recognize and reflect pastoralist's crucial role within local, national and regional economies.*

3.4.7 Policy briefs

PACAPS produced the following three policy briefs on pastoralism:

- *Income Diversification Among Pastoralists – Lessons for Policy Makers*, Policy Brief No. 3
- *Modern, Mobile and Profitable: Assessing the Total Economic Value of Pastoralism*, Policy Brief No.13
- *Legislation to Support Cross-border Livestock Mobility*, Policy Brief No. 14

These policy briefs are available on the CD-ROM. Also see section 3.5.1i for policy briefs related to livestock trade.

3.4.8 Support to the book *Modern and Mobile*

PACAPS assisted IIED to prepare the book *Modern and Mobile: The future of livestock production in Africa's drylands*. The Agriculture Adviser to the COMESA Secretariat, Dr. Cris Muyunda, was quoted in the book and copies were delivered to COMESA towards the end of the project. These books are resource for COMESA and ACTESA to use in future awareness-raising with stakeholders. The book is available as a free download from http://www.iied.org/pubs/display.php?o=12565IIED .

Lessons learned

Despite the relatively short timeframe of the project, PACAPS was able to support COMESA and other actors and prepare the COMESA PFFSPA. Due to the short timeframe of PACAPS, it was the original intention of the project to take this document to the draft stage.

A lesson learned from the work with COMESA was that its possible to provide meaningful capacity-building and policy support to a regional organization on fairly complex policy areas, in a relative short timeframe. The achievement here was partly due to a focus on the production of the PFFSPA and the processes needed to arrive at a draft document which COMESA could then take forwards.

In terms of drafting the PFFSPA:

- Given the evidence-based approach used, relatively new approaches such as safety nets in pastoral areas were categorised as potentially useful but needing further evaluation before wider application could be recommended. In the case of new or adapted analytical tools or methods, it was assumed that impact could only measured following the application of these tools/methods by relevant stakeholders over a reasonable period of time.
- There were trade-offs between breadth and depth. Some stakeholders argued that a regional policy document should be above the level of tools and methods, and focus more on broader principles and strategies. For example, the document did not mention specifically the application of participatory rural appraisal as a means to engage pastoralist communities, but instead, stated the need for greater pastoral representation and involvement in policy processes. The risk of naming specific methodologies was that it tended to trigger debate between groups who favoured different methods, rather than helping to reach agreement on the important principles. In the case of early warning, this was discussed at some length during the LEGS process and the final decision was to name various, commonly-used EW approaches.
- The field activities of ELMT were limited to north east Kenya and parts of southern Ethiopia. The COMESA policy was regional and covered pastoralist areas of Djibouti, Ethiopia, Eritrea, Kenya, Sudan, and Uganda. The inclusion of Somalia was a grey area, due to its observer status at COMESA. In terms of ELMT field activities being included in the PFFSPA, the limited geographical coverage of these activities raised questions over their relevance to other areas. A challenge here was to avoid over-emphasizing certain approaches or experiences in Kenya and Ethiopia, which were not applicable to other areas. Also, most ELMT activities had been evaluated at the time of drafting the PFFSPA, partly due to the delayed start-up of ELMT.

3.5 Livestock policy support to COMESA

The relevant Objective and Results stated in the PACAPS Cooperative Agreement were as follows:

Objective 5 **Improved capacity of COMESA to lead regional harmonization of national livestock trade policies and protocols, with emphasis on international standards related to animal health in pastoral areas**

Result 5.1 In-house knowledge of issues related to pastoral livestock trade (domestic, cross-border, regional and international) strengthened leading to a COMESA five-year strategy for coordination of pastoral livestock trade policies and programs, with emphasis on the Horn of Africa region.

3.5.1 Policy support to livestock commodity-based trade

Under this Objective a key strategy for PACAPS was to encourage COMESA to develop a clear position on 'commodity-based trade' (CBT) for livestock products. The intention was to build on the early development and promotion of the CBT concept, as developed in AU-IBAR in 2002. PACAPS used the same technical assistance provided to AU-IBAR, ensuring continuity in the technical justification underlying CBT. In summary, the main issues around CBT were as follows.

- Current international standards in the OIE Code emphasized the eradication of certain animal diseases on a country basis, as a means to ensure safe trade in livestock and livestock products.

This approach was not feasible for most African countries, due to various logistical, epidemiological and resource constraints.

- The alternative approach was to examine the risk of specific traded livestock commodities containing disease agents which might cause disease spread to importing countries. A principle here was that specific handling or processing of commodities could reduce these risks to an acceptable level.
- International standards such as the OIE Code needed to provide clear guidance on CBT, and, organize guidelines and standards according to commodities (e.g. fresh beef), rather than diseases. The current OIE Code was confusing on these issues.

At the beginning of PACAPS in mid 2007, PACAPS (YA) made a presentation to the COMESA Secretariat on 'Strengthening inter-Africa meat trade – Challenges and prospects'. The presentation provided statistics on meat imports to Africa, including sources and compared this to meat trade between African countries. The barriers for inter-African meat trade and the opportunities that exist were explained to the Secretariat. The presentation is included in the first PACAPS quarterly report (see the CD-ROM).

a. COMESA Fifth Ministers of Agriculture Meeting, March 2008

An early success for PACAPS on the CBT issue were supportive recommendations made at the COMESA Fifth Meeting of Minister of Agriculture, Seychelles, 14-15 March 2008. PACAPS STTA, Dr. Gavin Thomson (TADScientific) and PACAPS PI ran a session on livestock CBT using a DVD film on the subject. The film prompted a lot of interest and support from delegates, leading to a request for PACAPS to draft recommendations for the Ministers. For PACAPS the key output of the meeting was detailed in the COMESA report[5] (page 14) as follows:

> ***(i) Commodity-Based Trade in Products Derived from Animals***
>
> *40. The Ministers noted the potential value of adopting a commodity-based trade approach in enhancing trade in livestock commodities.*
>
> *Decisions*
>
> *41. The Minister decided that:*
>
> *(i) Member States should collaborate with development partners and the Secretariat in the realization of the Commodity Based Trading System in Livestock Products, and including as a matter of urgency, an emphasis on the need for revision of international standards relating to livestock trade; and*
>
> *(ii) Member States should collaborate with the Secretariat to establish a Technical Working Group to develop a strategy for exploiting the commodity based trade system to the advantage of the region. The recommendations of the Technical Working Group should be submitted to the OIE via Members States delegates to the OIE (Paris), their relevant Sub Regional offices and the AU's Directorate of Rural Economy and Agriculture (Addis Ababa).*

b. Promoting CBT at the East African Community

In 2008, two presentations were made for the EAC livestock forum in Arusha. The first was on 'Critical Issues Affecting Pastoral Livelihoods in Africa' and the second was on 'Livestock Trade in EAC and Beyond'. These presentations were made at the request of EAC to support their bid to establish an EAC livestock forum. The meeting concluded by recommending that there a need to

[5] COMESA (2008). Report on the Fifth Meeting of the Ministers of Agriculture *Consolidating Regional Economic Integration through Value Addition, Trade and Food Security.* Victoria, Mahe, Seychelles 14-15 March 2008 (Ref: CS/IPPSD/AGC/MA/V/3). COMESA Secretariat, Lusaka.

'Lobby for 'Commodity-based Certification System' to improve market access and efficiency for livestock keepers in the region'[6].

c. Transboundary animal diseases and beef marketing in southern Africa

In April 2008 the PACAPS Senior Regional Livestock Trade Specialist attended the workshop *Transboundary animal diseases and market access: the future of beef marketing in southern Africa*[7] in Pretoria, organized by the Institute of Development Studies, University of Sussex, and supported by the Wellcome Trust and the UK Department for International Development (DFID). It was the culmination of a project that explored ways to overcome the impact of endemic foot-and-mouth disease (FMD) on market access for red meat in four SADC countries (Botswana, Namibia, South Africa and Zimbabwe). The workshop was attended by a wide spectrum of delegates representing the European Commission, the World Animal Health Organisation, (OIE), FAO, COMESA, SADC and ILRI. The workshop was an opportunity for PACAPS to assess current thinking and support to CBT in southern Africa and SADC.

d. Support to African Union Expert Meeting on Commodity-based trade

The PACAPS Senior Regional Livestock Trade Specialist and PACAPS PI participated in the AU *Expert Meeting on Commodity-based Trade* held from 29th April to 1st May 2008, in Addis Ababa. The other participants were the Director of the AU Directorate for Rural Economy and Agriculture, representatives from ECOWAS, IGAD and SADC; representatives of the Departments of Veterinary Services from Nigeria, South Africa and Zimbabwe; the Director of the Botswana Meat Commission, and private sector representation from Tesco Ltd.

e. Links to COMESA SPS program and the Green Pass Certification System

Through the COMESA Ministers of Agriculture meeting in March 2008 (item a. above) PACAPS developed links with the COMESA veterinary epidemiologist leading the Sanitary and Phytosanitary program. This led to a common understanding of the certification system being developing by COMESA to support regional trade. In the case of livestock products, the program was following a risk-based approach and Hazard Analysis and Critical Control Point (HACCP) principles. These were already well-developed and fitted well with the CBT approach being promoted by PACAPS. Further harmonization of these approaches was made possible through the PACAPS Pastoralism and Policy Training (Part 1) in September 2008, which included livestock trade issues (see section 3.4.4).

PACAPS produced three COMESA policy briefs on the Green Pass certification system for livestock (see Annex 1, and section i below).

f. Support to USAID/USDA workshop

From December 2008 to March 2009 PACAPS provided technical support to the USDA/USAID workshop *Trade and Transboundary Animal Diseases in the Horn of Africa*, which took place in Nairobi from 30th March to 3rd April, 2009. This support began with a presentation to USDA and USAID, covering the technical justification for the CBT approach and the challenges facing veterinary services in terms of supporting the concept compared with, for example, disease free zones. Tufts/PACAPS staff and STTA made four presentations at the workshop as follows:

- Dr. Dawit Abebe, *Livelihoods and Vulnerability of Pastoralists in the Horn of Africa*.

[6] East African Secretariat (2008). Meeting of Experts on Livestock Trade and Marketing in East Africa. Kibo Palace Hotel, Arusha, Tanzania, 21st to 24th April 2008 (Ref: EAC/TF/36/08). EAC Secretariat, Arusha.
[7] http://www.steps-centre.org/ourresearch/vetscience.html

- Dr. Berhanu Admassu, *What Is Being Done Now About TADs in the Horn of Africa?*
- Yacob Aklilu, *Present-day Realities in the Chilled Meat Trade.*
- Dr. Gavin Thomson, *Safe Trade with an Acceptable Level of Risk*.

g. COMESA Council of Ministers of Agriculture and Environment Meeting

As detailed under the PACAPS policy support to pastoralism, PACAPS presented a briefing on RELPA at the COMESA Council of Ministers of Agriculture and Environment Meeting in Victoria, Zimbabwe in September 2009 (section 3.4.6). Following the briefing, the Ministers made the following decisions on livestock development:

> *The Ministers noted the need for the region to increase production and productivity of livestock in particular in arid and semi-arid areas where mobility of livestock is critical to access best grazing land, water and salt licks.*
>
> *Livestock Development - livestock sector plays an important role in economies of COMESA member States. It significantly contributes to food security; provide income and employment for significant number of people mainly residing in arid and semi-arid areas in the region. However, production and productivity of the sector has been constrained by several factors which need to be addressed if substantial growth is to be achieved. Trans-boundary animal diseases are among the various constraints inhibiting livestock trade regionally and internationally.*
>
> *Ministerial Decisions*
> *The Ministers decided that:*
> *(i) COMESA Secretariat should hasten the preparation of a long term programme for livestock development that will cover most of the member States where the sub-sector significantly contribute to the national economy and food security and livelihood of the people;*
> *(ii) See section 3.4.6 above.*
> *(iii See section 3.4.6 above.*
> *(iv) COMESA should support and facilitate trade in livestock and livestock products regionally and internationally through harmonization and streamlining of livestock trading standards among COMESA member states; and*
> *(v) Member states should develop financial services to enable access to micro-finance institutions in support of Livestock insurance, especially for animals in transit.*

h. ELMT workshop

During the ELMT regional livestock regional livestock marketing workshop in 2009, a presentation was made on 'Re-examining meat exporting capacities of Kenya and Ethiopia', in Nairobi, Kenya.

i. Policy briefs

PACAPS produced eight COMESA policy briefs covering livestock trade issues, as follows:

- *COMESA, Transboundary Animal Diseases and Marketing Beef*. COMESA Policy Brief No. 4.
- *The COMESA Green Pass and Commodity-based Trade in Livestock Products*. COMESA Policy Brief No. 5.
- *Improving Trade in Livestock Commodities by COMESA: The Challenge of Animal Traceability*. COMESA Policy Brief No. 6.
- *Credible Certification for COMESA: Strategies and Tools.* COMESA Policy Brief No. 7.
- *Campaigning for the COMESA Green Pass for Livestock Commodities: Who and How?* COMESA Policy Brief No. 8.

- *Farming Livestock for Export: What Needs to Change?* COMESA Policy Brief No. 10.
- *Promoting Commodity-based Trade: Using the Equivalence Principle.* COMESA Policy Brief No. 11.
- *Solving the Problem of Residues in Livestock Commodities.* COMESA Policy Brief No. 12.

3.5.2 Livestock market research and promoting intra-regional trade

The PACAPS Senior Regional Livestock Trade Specialist (YA) produced a review of pastoralist livestock trade issues, documented in the report *Livestock Marketing in Kenya and Ethiopia: A review of policies and practice* (available on the CD-ROM).

Mr. Aklilu also led two livestock market assessment missions, to Mauritius and the Democratic Republic of Congo, to examine opportunities and constraints to regional trade. The reports and presentations from these missions are available on the CD-ROM.

Lessons learned

At the start of PACAPS, COMESA recognized its limited capacity in livestock trade issues and was keen to develop this capacity. Experiences indicate that substantial capacity-building was possible within the relatively short timeframe of PACAPS. Where possible, PACAPS support to livestock policy was coordinated with the COMESA Livestock Trade Specialist. Livestock trade is firmly on the agenda of ACTESA.

3.6 Coordination of conflict mitigation and prevention

The relevant Objective and Results stated in the PACAPS Cooperative Agreement were as follows:

Objective 6: Ensure coordination of RELPA conflict prevention and mitigation activities with other RELPA initiatives at field and policy levels

Result 6.1 Conflict prevention and mitigation guidelines collated with the overall RELPA best-practice materials under Result 1.1.2 above.

Result 6.2 Ensure inclusion of conflict-related issues in the PACAPS technical support to COMESA for the preparation of the food security policy for pastoral areas

In RELPA the conflict activities were contracted to Management Systems International and PACT. Many of these activities had already been completed or had already been planned by the time PACAPS was awarded in July 2007.

PACAPS held coordination meetings with PACT in October 2007 and February 2008. Outcomes of these meetings included:

- Inclusion of conflict issues in the COMESA Pastoralism and Policy course, Part 2 (see section 3.4.4)
- Inclusion of conflict issues in the COMESA PFFSPA (section 3.4.5).

Lessons learned

Key components of RELPA were awarded at different times, hindering overall technical coordination of activities. This is an issue for USAID in terms of how best to manage programs in which different components are contracted separately to different implementers, and with different contract timeframes.

Annex 1. List of documents and presentations from PACAPS

The list of documents and presentations has been prepared to show which PACAPS staff contributed to each output. The staff were as follows:

- Dr. Dawit Abebe, FIC/Tufts
- Dr. Berhanu Admassu, FIC/Tufts (STTA)
- Yacob Aklilu, FIC/Tufts
- Dr. Gezu Bekele, FIC/Tufts (STTA)
- Dr. Roy Behnke, Odessa Center and International Institute for Environment and Development (STTA)
- Dr. Andy Catley, Research Director, FIC/Tufts and Principal Investigator, PACAPS
- Francis Chabari, Chief of Party, PACAPS, FIC/Tufts
- Alex Crosskey, FEG Consulting
- Ced Hess, International Institute for Environment and Development (STTA)
- Simon Levine, FEG Consulting
- Dr. Peter Little, Emory University (STTA)
- Dr. Mary-Louise Penrith, TADScientific (STTA)
- Dr. Gavin Thomson, TADScientific (STTA)
- Mike Wekessa, Kesarine and Associates (STTA)

Abebe, A. (2009). Livelihoods and Vulnerability of Pastoralists in the Horn of Africa. Presentation at the USDA/USAID/AU-IBAR/COMESA/EC Trade and TADs Workshop, Trade and Transboundary Animal Diseases in the Horn of Africa, Nairobi, 30 March to 3 April 2009

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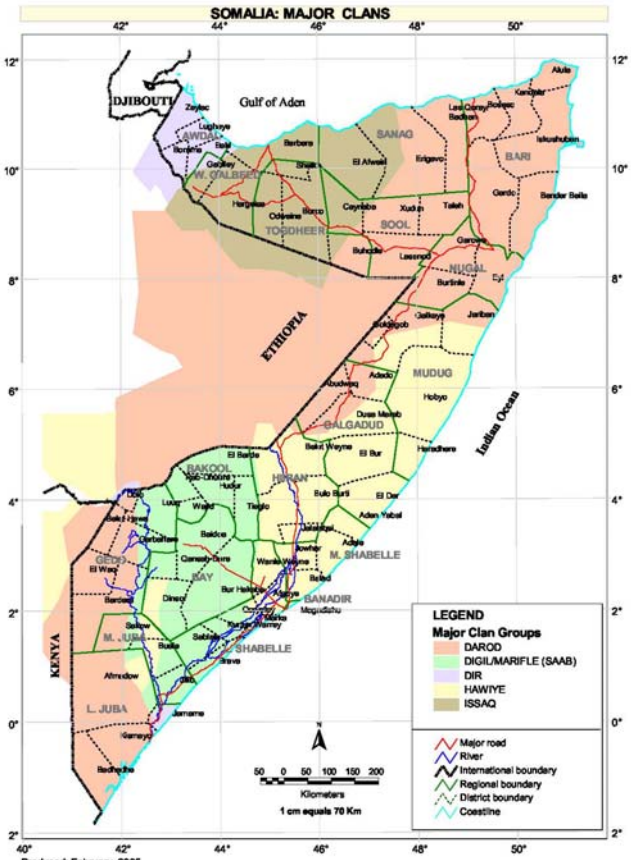
Annex 2. Initial comparison of HEA data in cross-border areas, June 2008

Feinstein International Center, Tufts University

Cross-border comparison of HEA livelihoods baselines: livestock holdings by wealth group

Assumptions

- Many pastoralist communities occupy cross-border ecosystems, where livelihoods, ecology, access to markets and other factors are similar on either side of the border. The cross-border positioning of clans or sub-clans means that social networks and sharing of resources (e.g. livestock, remittances) takes place across borders.
- For much of the Kenya-Somalia-Ethiopia border areas, clan territories transgress the border.
- A key aspect of PACAPS is to promote understanding of cross-border livelihoods and related programming
- The value of HEA outcome analysis will depend largely on the validity of the livelihoods baselines used in the analysis
- For cross-border pastoral areas, livelihoods baselines should be similar on different sides of the border.



Three sets of HEA livelihoods baselines are now available covering pastoral and agropastoral areas of Kenya (Save the Children, 2007), Ethiopia (Save the Children/DPPB, 2007) and Somalia (FSAU Somalia, 2008). Each baseline uses the concept of a reference year, which is neither a good nor a bad year.

Livestock are the key asset in pastoralist households and therefore, livestock holdings form the basis of HEA – it is from livestock that food and income are largely derived. Using the HEA baselines, livestock holdings were compared on different sides of a border for all Somali border areas where data was available. Results are presented below; substantial cross-border differences are highlighted in **bold** type.

Table 1. Wajir (Kenya)-Bardera (Somalia) cross-border area

Wealth group	Cattle		Shoats		Camels		Donkeys	
	Kenya side	Somalia side	Kenya side	Somalia side	Kenya side	Somalia side	Kenya side	Somalia side
Very poor	0-5	2-4	**4-12**	**15-25**	**0**	**5-15**	0	0
Poor	3-13	5-10	**13-25**	**30-50**	**0**	**20-30**	0-1	0-1
Middle	10-30	15-25	**35-55**	**60-90**	**0-13**	**40-60**	0-2	1-2
Better off	25-45	30-40	**50-100**	**100-250**	**0-32**	**70-100**	2-4	2+

Data from Wajir Southern Grasslands Pastoral Livelihood Zone, Kenya side (Save the Children 2007) and Southern Inland Pastoral Livelihoods Zone, Somalia side (FSAU Somalia, 2008)

Table 2. West Mandera (Kenya) –Liban (Ethiopia) cross-border area

Wealth group	Cattle		Shoats		Camels		Donkeys	
	Kenya side	Ethiopia side	Kenya side	Ethiopia side	Kenya side	Ethiopia side	Kenya side	Ethiopia side
Very poor	0		3-8		1		0-1	
Poor	**0**	**2-5**	10-25	10-15	**2-11**	**2-5**	1	0-1
Middle	0-14	10-12	25-45	20-30	**15-27**	**10-15**	1-2	0-1
Better off	**0-20**	**15-35**	40-55	35-50	30-53	25-40	1-2	0-1

Data from West Mandera Agro-pastoral Livelihoods Zone (Kenya side) and Liban Agropastoral Livelihood Zone (Ethiopia side)

Table 3. Afder (Ethiopia) - Xudur (Somalia) cross-border area

Wealth group	Cattle		Shoats		Camels		Donkeys	
	Somalia side	Ethiopia side	Somalia side	Ethiopia side	Somalia side	Ethiopia side	Somalia side	Ethiopia side
Very poor	2-4		15-25		5-15		0	
Poor	**5-10**	**5**	**30-50**	**25**	**20-30**	**7**	0-1	1
Middle	**15-25**	**12**	**60-90**	**60**	**40-60**	**17**	1-2	1-2
Better off	**30-40**	**25**	**100-250**	**90**	**70-100**	**45**	2+	1-2

Data from Afder Pastoral Livelihood Zone (Ethiopia side) and Southern Inland Pastoral Livelihoods Zone (Somalia side)

Table 4. Hawd (Somalia) - Lowland Hawd (Ethiopia) cross-border area

Wealth group	Cattle		Shoats		Camels		Donkeys	
	Somalia side	Ethiopia side	Somalia side	Ethiopia side	Somalia side	Ethiopia side	Somalia side	Ethiopia side
Very poor								
Poor	0	0	50-60	55-90	5-10	7-10	1-2	0-1
Middle	**10-15**	**0**	80-100	90-130	**25-30**	**40-55**	1	0
Better off	**30-40**	**0**	**200-250**	**100-200**	**30-40**	**70-100**	0	0

Data from Lowland Hawd Pastoral Livelihood Zone (Ethiopia side) and Hawd and Sool Pastoral Livelihoods Zone (Somalia side)

In each cross-border ecosystem, there are some substantial differences in livestock holdings on different sides of the border. These results are derived from the same community/population, using the same methodology and for a year which is not good or bad.

In terms of possible shocks or trends which might differences across a border:

- Drought usually occurs across borders - it affects both sides of a border. The drought in 2005-2006 affected NE Kenya, southern Somalia and southern Ethiopia. Similarly, the most recent drought in 2008 affected northern Kenya and southern Ethiopia. It seems unlikely that drought would cause livestock losses on only one side of a border.
- Conflict might occur only within a border. However, the most severe recent conflict has occurred in southern Somalia and here the livestock holdings are generally higher than in Kenya (Table 1) or Ethiopia (Tables 3 and 4).

Therefore, the question arises whether the HEA methodology has been applied differently on different sides of a border and if so;

- For each cross-border area, which set of results (if any) is correct and how do we know?
- Which sets of results (if any) should be used for outcome analysis?
- Are there methodological or quality control issues in HEA which need to be identified and addressed, and if what are these issues and the related solutions?
- To what extent can the use of HEA on two sides of a border by different actors be used as a means to cross-check results?