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Title: Innovative Livelihoods-Based Responses to Disasters: the case of the Livestock Emergency Guidelines and Standards (LEGS)

Panel: Livelihood analysis informing humanitarian response, productive asset protection and climate change adaptation

Abstract

Many of the millions of people around the world affected by natural and man-made disasters depend on livestock for their livelihoods. When disaster strikes, these livestock assets may be lost, or their ability to contribute to livelihoods may be significantly affected. In spite of increasing awareness about the importance of supporting livelihoods in emergencies, humanitarian responses at times fail to recognise the role of livestock in livelihoods. Where livestock interventions are undertaken, there are many examples of poor quality, badly timed and/or inappropriate activities.

The Livestock Emergency Guidelines and Standards (LEGS) project grew out of a recognition of these concerns about the need for, and the need to improve the quality of, livestock responses in emergencies, and the absence of internationally recognised standards and guidelines to assist decision makers and practitioners in this field. Following the model of the Sphere standards in terms of global reach, wide international consultation and independence from any single organisation or donor, the LEGS guidelines and standards were produced as a Handbook in 2009, followed by a training of trainers programme and international dissemination. LEGS became a formal 'companion module' to Sphere in May 2011.

Using the livelihoods framework, LEGS promotes three livelihoods-based objectives: to provide rapid assistance to crisis-affected communities through livestock-based interventions; to protect the key livestock assets of crisis-affected communities; and to rebuild key livestock assets of crisis-affected communities. The LEGS approach is based on four stages: preliminary assessment, participatory response identification, analysis of interventions and options, and monitoring and evaluation. Each stage is supported by a set of participatory tools to analyse local livelihoods and the role that livestock play, in order to identify the most appropriate, feasible and timely interventions in the local context.

Eight LEGS Training of Trainers courses have been carried out in seven developing regions of the world, creating a cadre of 146 LEGS trainers who have to date delivered 37 training courses to over 750 people in 14 countries in Africa and Asia. As a result of this, and the dissemination of the guidelines through hard copy sales and pdf downloads from the website, LEGS is beginning to influence both policy and practice of emergency planning. A short case study from Ethiopia shows how the application of the LEGS guidelines is informing humanitarian response at both the national and local level. This impact is seen in an increase of funding and interest in livestock interventions in emergencies, as well as in the improved quality of livestock responses.

LEGS endeavours to be part of the innovative movement (including Sphere, INEE, SEEP and others) that aims to improve the quality of humanitarian response through the dissemination of internationally recognised standards and guidelines, with a particular focus on raising the profile of livelihoods in humanitarian action, and the promotion of good quality livestock interventions is a key part of this. At the same time, whilst LEGS is based on existing best practice, the development and dissemination of the standards and guidelines has also contributed to raising the level of debate - and the standard of practice - among humanitarian

actors. This process continues as the guidelines remain a work in progress. Subsequent versions of LEGS will continue to be informed by practitioner feedback and discussion, thus contributing further to raising the quality of emergency response.

1. Introduction

Livestock contribute to the livelihoods of nearly one billion people around the world,[i] many of whom are affected by natural, man-made and complex disasters resulting from political instability, conflict, population growth, extreme weather events and climate change. When disaster strikes, these livestock may be lost, or their ability to contribute to livelihoods may be significantly affected. For example, in the 1999–2001 drought in Kenya, the result of a 'La Niña' event, it is estimated that over 2 million sheep and goats, 900,000 cattle and 14,000 camels died. This represents losses of 30% of small stock, 30% of cattle and 18% of camel holdings among the affected pastoralist populations,[ii] and even greater losses are anticipated in the Horn/East Africa region in the coming months as a result of the current La Niña. Similarly, the Indian Ocean tsunami of 2004 had a significant impact on the livestock of the affected people: over 78,000 cattle, 61,000 buffalo, 52,000 goats, 16,000 sheep and nearly 1.5 million chickens were killed in Indonesia alone.[iii]

This paper presents the experience of the Livestock Emergency Guidelines and Standards (LEGS) Project, which promotes livelihoods-based livestock responses in disasters. The paper highlights the role of livestock in livelihoods and the importance of supporting livelihoods in disasters. It also describes the development of LEGS and summarises the LEGS Approach. In May 2011, LEGS was formally recognized as a Companion Module to the *Humanitarian Charter and Minimum Standards in Humanitarian Response* (Sphere).

2. Livelihoods, Livestock and Disasters

A livelihood comprises '*the capabilities, assets and activities required to make a living. A livelihood is sustainable when it can cope with and recover from stresses and shocks while not undermining the natural resource base*'.[iv] Livelihood strategies are based on the

ownership of key livelihood assets, but are impacted on by the vulnerability of households and the broader political context in which they live.

Livestock – including sheep, goats, cattle, poultry, buffalo, pigs, donkeys, mules, horses, yaks and camels - are a significant livelihood asset for many millions of people. In a sample of 14 countries, 60 per cent of rural people were found to keep livestock, and globally 25% of dietary protein comes from livestock.[v] For these households, livestock form a key *financial asset*, providing both food (milk, meat, blood) and income (sales of livestock products as well as of the livestock themselves), and supporting livelihoods through production of fuel and fertilizer, while certain breeds of livestock provide draught power and transport. In addition however, livestock are a significant *social asset* in many communities, contributing to the cementing of social relationships such as marriage and peace agreements, playing a key role in religious ceremonies, and forming the currency of gifts and fines in many, particularly pastoralist, societies. Livestock also constitute a *physical asset*: livestock products are used for shelter and for making household implements. It is increasingly recognised that even when livestock holdings are numerically small, these animals serve a '*crucial safety net function*'[vi] for many vulnerable households.

The ability of livestock owners to use their livestock assets to support their livelihoods is influenced by the political and institutional context, including the availability of markets and livestock services (such as veterinary services), taxation policies and export policies. Livelihood strategies are further impacted on by shocks, hazards and other events that affect the vulnerability of livestock keepers. Key among these hazards are disasters, both natural and man-made. In slow onset disasters such as drought, livestock deteriorate in body condition, leading to a loss of productivity. This has an impact on livelihoods in that food supply and/or income are reduced. As a drought worsens (possibly complicated by livestock

disease) animals begin to die and the assets are lost, not only for the present but also for the future, thus increasing the vulnerability of their owners. In rapid onset disasters such as floods or earthquakes, there may be a sudden impact on livestock leading to their loss (due to the displacement of human populations) or death. As for slow onset disasters, this asset loss has implications for the future vulnerability and livelihood security of the household, and not only for its immediate food security. Following a rapid onset disaster, there may also be other impacts on the surviving livestock, as access to water and/or grazing may be lost; markets may be affected; and disease may be prevalent, all leading to reduced productivity and thus limiting their ability to contribute to livelihoods.

Complex emergencies can have a similar impact on livestock assets and their contribution to livelihoods: animals may be lost or killed; disease may spread; lack of access to water and/or grazing may limit productivity; services such as veterinary services may be affected; and markets may cease to function effectively. Livestock assets can also be deliberately targeted by armed groups as a tactic in conflict, especially larger animals such as cattle.

3. Livestock and the Humanitarian Response

In recent years there has been a growing awareness of the importance of supporting livelihoods in emergencies – the need to save lives *and livelihoods*. This is reflected in the new edition of the Sphere Handbook, which dedicates a section of the revised food security standards to 'Food Security and Livelihoods' and emphasizes the need to protect and support primary production methods.[vii]

In spite of this awareness however, some humanitarian responses still fail to address livelihoods, and many ignore the role of livestock. For example, an analysis of the response to the 2005/6 drought in the Horn and East Africa noted: '*widely available research shows*

that if urgent action is taken early in a crisis to protect livelihoods, the effects of drought on pastoralists can be mitigated and the need for a massive emergency response to save lives can be reduced. Yet agencies, donors and national governments proved unable to address the crisis effectively in its early stages. Livelihoods interventions have been limited, and the response has focused overwhelmingly on food aid'.[viii]

Where emergency responses do include livestock interventions, many challenges remain:

- **Poor analysis and planning** can result in inappropriate responses, such as the provision of inappropriate livestock breeds in restocking, or in poorly implemented interventions such as vaccination campaigns that fail to prevent livestock disease outbreaks - see Box 1.[ix]

Box 1: Vaccination Campaign: Challenges of Implementation

An impact assessment of the effectiveness of drought-related vaccination in the pastoral areas of Ethiopia noted that in theory, livestock vaccination for key diseases has the potential to protect livestock assets during drought.

However, having studied recent vaccination initiatives in Ethiopia's pastoral areas carried out by a range of agencies, the study concluded that '*there was no significant difference in livestock mortality, for any species, in vaccinated compared with non-vaccinated herds'*. This was the result of '*weaknesses in the design and implementation of vaccination programmes, including use of inappropriate vaccines, low vaccination coverage, problems with vaccine dosing, incorrect timing of vaccination and problems with vaccine storage.'*

- **Poor timing** remains a key issue in emergency response: the need for urgency is often used as an excuse for poor planning, yet there are many examples of late response, even in slow onset emergencies such as drought which should allow adequate time for implementation – See Box 2.[x]

- **Local capacities and services can be overlooked** or undermined in emergency response, and this has an impact on future livelihood security of the affected communities. For example, the purchase of livestock for slaughter destocking at inflated rates can

undermine the private sector livestock traders who support local markets, which are a vital part of the livelihood strategies of the local livestock owners.

Box 2: Livestock Feed Programme - Challenges of Timing

A study of a supplementary livestock feed programme implemented by a coalition of three international NGOs in Afar pastoral region of Ethiopia during the drought of 2009/10 concluded that the intervention had a positive impact on livestock mortality and hence helped to preserve livestock assets. The report also notes however that the delayed implementation of the programme by several months severely limited the impact on livestock survival.

Similarly, during the previous drought in the same region in 2007, several agencies provided fodder for livestock. However, due to organizational and implementation constraints, much of the fodder arrived after the rains had started and hence was too late to help save livestock assets during the drought.

- **Long-term development approaches can be contradicted or undermined** through inappropriate or poorly implemented livestock relief projects (see example from Ethiopia in Box 3[xi]).

Box 3: Veterinary Services in Ethiopia - comparing development and emergency approaches

Development approach	**Emergency interventions**
Privatization of clinical veterinary services supported by government policy since 1993 Numerous programmes to assist rural private practitioners (degree and diploma holders) to set up private clinics and pharmacies, funded by the European Union, World Bank, UK Department for International Development, United States Agency for International Development and others Enabling legislation for private para-veterinary professionals	Designed without involvement of local private sector 'Truck and chuck' – dumping of large quantities of free veterinary medicines Limited epidemiological basis for intervention e.g. vaccination programmes targeting 20% of population Funded by the same donors who fund development Undermined local private practitioners i.e. the services needed for recovery

4. The Livestock Emergency Guidelines and Standards

During an international workshop convened by the African Union/Interafrican Bureau for Animal Resources (AU-IBAR) in Kenya in 2004, participants noted the need to improve the quality of livestock responses in emergencies and the lack of any internationally recognized standards and guidelines to assist decision makers and practitioners in this field. The Feinstein International Center of Tufts University was given the task of initiating a process to address these concerns and increase the understanding of the need to support livelihoods, and in particular livestock, in emergency response.

At the same time, a number of agencies had also begun to document their experiences of livestock-based relief interventions, including: Oxfam GB, Office for Foreign Disaster Assistance of the United States Agency for International Development, the Food and Agriculture Organization of the United Nations (FAO), the International Committee for the Red Cross (ICRC), and the Feinstein International Center.

Building on these and other sources of good practice, LEGS was initiated with the overall aim of improving the quality and livelihoods impact of livestock interventions in emergencies, through the development of international standards and guidelines for the assessment, design, implementation and evaluation of livestock interventions to assist people affected by humanitarian crises. LEGS is intended for both livestock professionals and general humanitarian practitioners looking for support and examples of best practice to design and implement livestock interventions, as well as for donors and decision makers who influence the funding and development of relief responses.

The development of LEGS drew on lessons from the process and experiences of the Sphere Project to help ensure wide uptake and dissemination. Key lessons from Sphere include: the

establishment of a multi-agency Steering Group; the broad consultation process; linkages with human rights; and funding from multiple sources.

A LEGS Steering Group was therefore established in 2006, made up of individuals from the African Union (Department for Rural Economy and Agriculture), FAO, ICRC, Tufts University and VSF-Europa (later replaced by Vetwork UK). The LEGS Coordinator reports to this Steering Group, which oversaw the production of the guidelines and supervises post-publication activities. The LEGS chapters were drafted by focal point authors, and then a consultative draft of LEGS was posted on the LEGS website for comment by invited specialists and the 1700 members of the LEGS Mailing List. The revised version was finalized and published in 2009, in both hard and soft copy. A soft version of LEGS is available free of charge from the LEGS website, while the hard copy is available for purchase from the publishers, Practical Action Publishing.

5. The LEGS Approach

Like Sphere, LEGS is founded on a rights-based approach, in particular drawing on two key international rights: the *right to food* and the *right to a standard of living.*[xii] People affected by disasters therefore have a right to emergency support to protect and rebuild their assets in order to restore and maintain their livelihoods. Recognising the key role that livestock play in livelihoods for many disaster-affected communities, LEGS is founded on three livelihoods-based objectives:

1. To *provide rapid assistance* to crisis-affected communities through livestock-based interventions

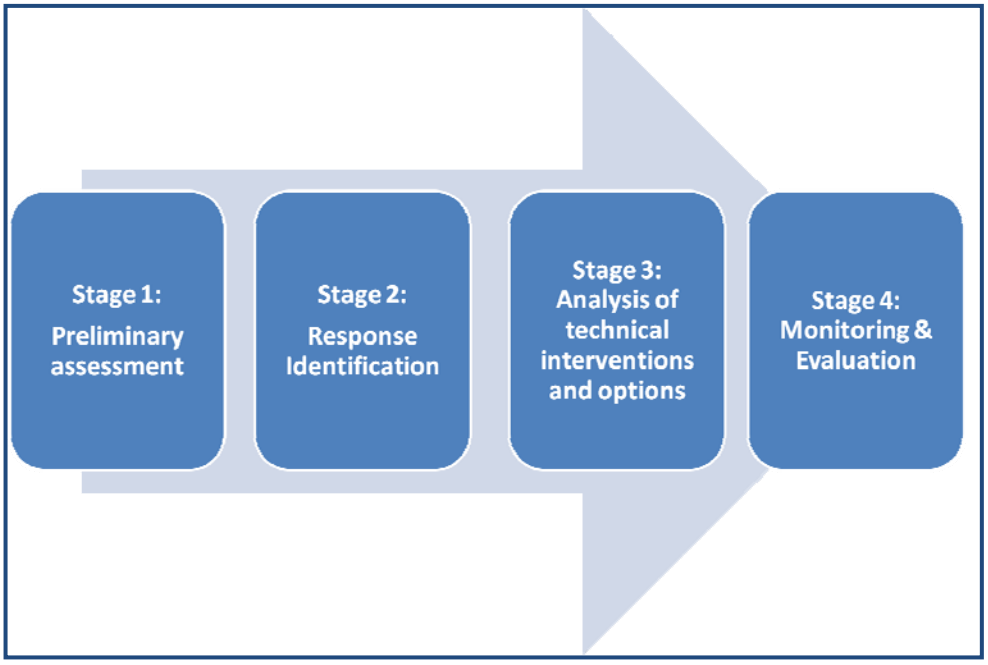
2. To *protect the key livestock assets* of crisis-affected communities

3. To *rebuild the livestock assets* of crisis-affected communities

LEGS follows a similar format to the Sphere handbook (2004 edition[xiii]). The chapter on Common Standards is followed by six technical chapters (destocking, veterinary services, livestock feed, water, shelter and restocking), with each chapter containing Minimum Standards, Key Indicators and Guidance Notes. Four cross cutting issues – gender and social equity; HIV/AIDS; security and protection; and the environment – are considered both from a general viewpoint and within each chapter.

Where LEGS differs from the Sphere handbook is in the provision of case studies, to illustrate good practice in each of the technical areas, and more importantly in an additional focus on the *process* of response identification and design. This 'LEGS Approach' is the basis through which LEGS promotes the achievement of the livelihoods objectives listed above, and consists of four stages (see Figure 1). At each stage, LEGS offers tools and guidance to support the process.

Figure 1: LEGS 4-stage Approach



5.1 Stage One: Preliminary Assessment

A thorough understanding of the context and impact of the disaster is the key to designing any quality emergency intervention (see for example Sphere Core Standard 3[xiv]). LEGS promotes initial assessment focusing on three key areas:

i) The role of livestock in livelihoods: in order to support livelihoods, agencies need to understand the key livelihood strategies among the affected communities, and the role that livestock play. This helps to highlight how livestock may contribute significantly to household economies, even if they are numerically small. It also helps to determine whether a livestock-related response is appropriate.

ii) The nature and impact of the emergency: an understanding of the impact of the emergency on lives and livelihoods is vital for the design of appropriate interventions. The phase that the emergency has reached is also important for decision making. This part of the assessment process also considers the specific impact of the emergency on livestock and livestock management systems, for example access to feed, water, services and markets.

iii) Situation analysis: it is also important to consider the context in which interventions may take place, both the external context (including insecurity and conflict, accessibility, policy context) and agencies' internal context (such as organizational policies). The activities of other stakeholders also need to be taken into account, to avoid overlap and to facilitate coordinated responses.

LEGS provides three Preliminary Assessment Checklists based on these three areas, to support the assessment process. Participatory methods are encouraged to promote greater understanding of the local context and specific priority needs.

5.2 Stage Two: Response Identification

The second stage of the LEGS Approach considers possible interventions in the light of the three livelihoods objectives listed above, in order to clarify what the anticipated outcomes may be. It also encourages a review of the timing of potential livestock-related interventions against the current phase of the emergency. The key tool for this stage is the Participatory Response Identification Matrix (PRIM), which is a means of bringing together key stakeholders (including community representatives) to draw on the preliminary assessment findings and their own understanding and knowledge of the situation, in order to identify the most appropriate and timely response(s). The PRIM matrix is a table which should be completed through a participatory process and provides a simple visual summary of which interventions are potentially most effective to protect livelihoods given the stage of the emergency. The emergency phases vary for rapid onset and slow onset disasters, hence there are two versions of the PRIM.

Figure 2: The PRIM – Slow Onset Model

Technical Interventions	**Livelihoods Objectives**			**Emergency Phases**			
	Rapid assistance	**Protect assets**	**Rebuild assets**	**Alert**	**Alarm**	**Emergency**	**Recovery**
Destocking							
Vet Services							
Feed							
Water							
Shelter							
Provision of Livestock							

Scoring against LEGS Objectives

*****	significant benefits/highly appropriate
****	benefits/appropriate
***	some benefits
**	a few benefits
*	very little benefit/not very appropriate
n/a	not appropriate

Emergency Phases

→ appropriate timing for the intervention

There are no 'correct' answers to a PRIM, as each case will vary depending on the context, the nature and stage of the emergency, and the impact of the disaster on the affected communities. An example of a completed PRIM for an earthquake in Asia is given in Figure 3.

Figure 3: Example of Completed Rapid Onset PRIM – Earthquake in Asia

Technical interventions	Livelihoods Objectives			Emergency Phases		
	Rapid assistance	Protect assets	Rebuild assets	Immediate aftermath	Early recovery	Recovery
Destocking	n/a	n/a	n/a			
Vet Services	**	****	*****	→	→	→
Feed	*	*****	*****	→		
Water	*	*	*	→		
Shelter	***	***	***	→	→	
Provision of Livestock	n/a	n/a	*****			→

5.3 Stage Three: Analysis of Technical Interventions and Options

The PRIM identifies one or more interventions (livestock feed, destocking etc.) which, based on the information available should be *appropriate*, *feasible* and *timely*. However, within each technical intervention there are various options which need to be analysed and examined in order to identify the most appropriate activities. LEGS provides four key tools to support this decision making process:

i) Advantages and disadvantages tables: each technical chapter of LEGS contains a table comparing the different options.

ii) Timing tables: each technical chapter also contains a 'timing table', highlighting the most appropriate time for each option. For example, accelerated livestock offtake (also known as

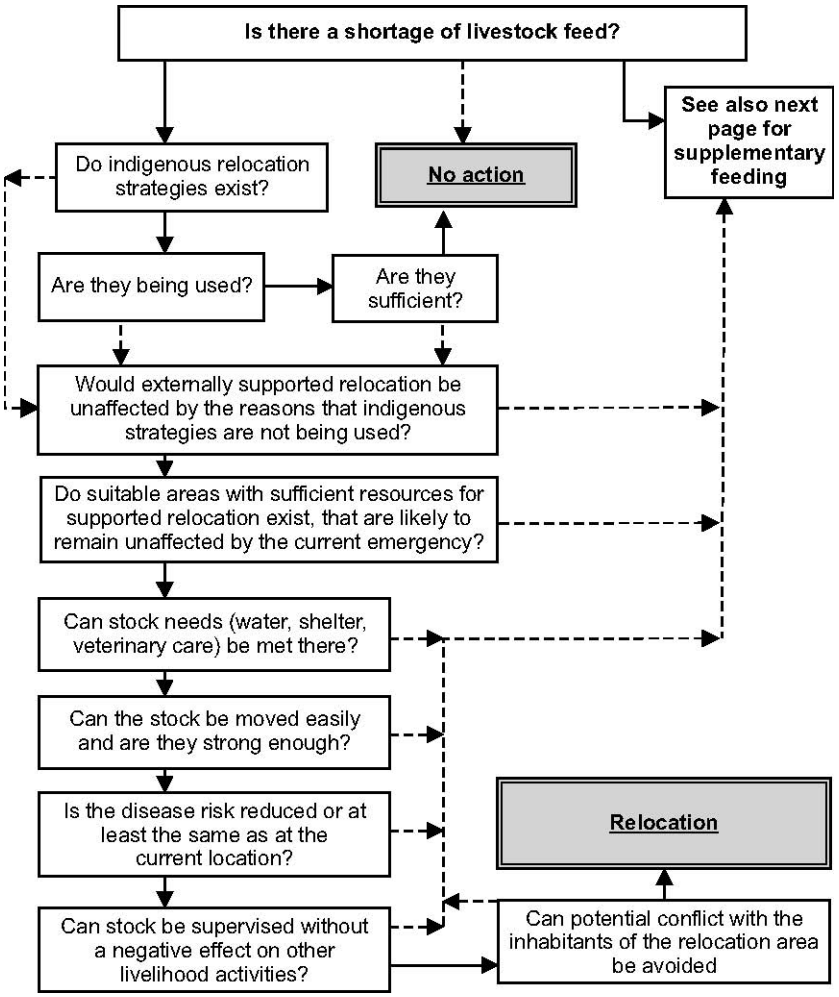
'commercial destocking') is generally most appropriate in the Alert or Alarm phases of a drought. Once the Emergency phase of drought has been reached, the market value of livestock may fall so low that traders may no longer be interested in buying them, and slaughter destocking may be more appropriate, see Figure 4.

Figure 4: Example of Timing Table - Destocking

Options	Rapid Onset			Slow Onset			
	Immediate Aftermath	Early Recovery	Recovery	Alert	Alarm	Emergency	Recovery
Accelerated Off-take	generally not applicable			→			
Slaughter Destocking	generally not applicable				→		
Slaughter for Disposal	→					→	

iii) Decision trees: each technical chapter of LEGS contains a decision tree, which presents issues to consider as a series of questions. If the answer is consistently 'no', the reader is encouraged to try to address the issues raised, or to consider other options. An example of a decision tree is given in Figure 5.

Figure 5: Extract from Decision Tree – Livestock Feed



Key: solid line= 'yes' dotted line= 'no'
Note: The result 'No action (unless outstanding questions can be addressed)' may simply mean that further training or capacity building is required in order to be able to answer 'yes' to the key questions, rather than that no intervention should take place

iv) Standards, Key Indicators and Guidance Notes: following the Sphere format (2004 edition), each technical chapter of LEGS contains Minimum Standards and associated Key Indicators and Guidance Notes, relating to the intervention in general and also to the specific options. These not only set a standard for best practice, but also provide guidance on how to achieve it.

5.4 Stage Four: Monitoring and Evaluation

The process of developing LEGS highlighted the lack of sound impact assessment and documentation of evidence-based good practice in the field of livestock-related emergency interventions. The impact assessment of emergency response is a challenging process, but one which is vital if learning is to be supported.[xv] Therefore, LEGS promotes monitoring, evaluation and livelihoods impact assessment as an integral part of emergency response design and implementation. These activities are emphasized in the Common Standards (Standard 5), the generic Key Indicators for each technical Minimum Standard, and through the provision of specific Monitoring and Evaluation Checklists for each technical chapter.

6. Dissemination and Uptake of LEGS

It is too early in the development of LEGS to be able to quantify the impact of LEGS in terms of its ultimate aim viz. to improve the quality and livelihoods impact of livestock responses in humanitarian situations. However, it is possible to begin to chart the uptake and influence of LEGS through a number of proxy indicators:

1. Dissemination of LEGS as soft and hard copy versions
2. Geographical coverage of the LEGS Training Programme, and the number and types of trainees
3. Engagement by practitioners and policy makers in feeding back and improving the LEGS standards and guidelines
4. Increased profile of (and investment in) livestock interventions in humanitarian response
5. Institutional uptake and application of LEGS at international and national levels

These proxy indicators are considered in the following sections.

6.1 Dissemination of LEGS

Since publication in early 2009, over 6000 hard copies of LEGS have been sold and a further 5400 soft copies have been downloaded from the LEGS website. In addition, 550 soft copies of the French version of LEGS and 830 copies of the Arabic version have been downloaded.

6.2 LEGS Training Programme

The LEGS Project has initiated a global training programme, based on a series of regional Training of Trainers (TOT) courses. The participants are both livestock professionals and general humanitarian workers, drawn from organisations such as local government, international agencies, local organizations and independent consultants from the countries in the region. Graduates of the LEGS TOTs are provided with the methodology and training materials to deliver a 3-day LEGS Training module. To date, eight regional TOTs have been carried out, with 146 people trained (25 of them women) from 42 countries in Africa and Asia.

The delivery of the 3-day LEGS Training module at national and sub-national levels depends on these LEGS Trainers and the support of national or local organizations rather than on the LEGS Project. By mid 2011, LEGS Trainers have carried out 37 LEGS Training courses in 14 countries in Africa and Asia, reaching over 750 individuals.

In addition, a short, half-day module on LEGS has been developed for donors and decision makers and this has been delivered to groups of donors in Nairobi, Brussels, London and Rome.

6.3 LEGS Feedback and Learning Processes

LEGS focuses on the promotion of evidence-based good practice in livestock emergency responses, and hence the first edition of LEGS was the result of a broad consultation process involving the LEGS Mailing List of over 1700 individuals and organisations, as well as key consulted experts. This process of consultation continues as users are encouraged to send comments via a feedback form in the back of the LEGS book and via the LEGS website. Engagement in the feedback process (both positive and negative comments) is considered to be a positive indicator of the value of LEGS.

The LEGS Training Programme also stimulates feedback and learning, both on the content and methodology of the training materials (which are updated following each TOT) and on the LEGS book. Suggestions and comments are being collated in preparation for the revision process, which will begin in late 2011. The chapters of LEGS will be revised through an open consultation process via the website and mailing list, with oversight by the LEGS Steering Group. At the end of this process, the fully revised version of LEGS (second edition) will be published in hard copy.

Emerging topics of relevance to LEGS are also being investigated in depth, in order to inform the revision process. For example, in early 2011 a study was commissioned on cash and voucher transfers for livestock emergency responses, to collect experiences and good practice in this area (the report is available on the LEGS website). Further studies on topics of similar interest are planned for the coming year.

In this way, LEGS remains a 'work in progress' as new experiences and issues are shared. This means that while LEGS aims to promote best practice in livestock emergency response,

at the same time through this process, the body of knowledge of best practice is further extended and standards are raised higher.

6.4 Investment in Livestock Interventions in Humanitarian Response

Through the promotion of livelihoods-based responses in general, and livestock interventions in particular, LEGS aims to increase the awareness and understanding of humanitarian agencies and governments to incorporate livestock-based responses in emergency situations.

For example, in response to *La Niña*-induced drought, the Government of Ethiopia championed livestock-based drought interventions in its Humanitarian Requirements Documents released in February and April 2011. In the April document the Government of Ethiopia and humanitarian partners estimated the agriculture sector requirement at USD 10.4 million, of which USD 9.1 million was specifically for livestock relief interventions – animal health, commercial and slaughter destocking, livestock feed supplementation and livestock water resource rehabilitation.[xvi] Local experts suggest that prior to the training of LEGS specialists a request of this type and size would have not been possible. However, the Government of Ethiopia, through the work of LEGS and its own National Guidelines for Livestock Relief (a national adaptation of LEGS) produced by the Ministry of Agriculture,[xvii] is now committed to relief interventions that safeguard livestock assets, including 'new' activities such as commercial and slaughter destocking and livestock feed.

6.5 Institutional Uptake and Application of LEGS

There are a growing number of instances of global agencies adopting LEGS, either formally or informally, as a key reference document. For example, the new FAO *Guidelines for Assessment and Programme Formulation in Agriculture Emergencies (GAP)* promotes the LEGS Handbook as a 'must-read' for the design of livestock interventions in emergencies. It

uses the LEGS Assessment Checklists as the key guidance for livestock assessment and presents a summary of the LEGS Common Standards and Key Indicators for the principal livestock response options.[xviii] Furthermore, every FAO Regional Office is supposed to have copies of LEGS available for staff to consult and share with partners.

At regional and national level, there are similar examples of the institutionalisation and uptake of LEGS:

- The Humanitarian Aid Department of the European Commission (ECHO) in East Africa promotes the use of LEGS and expects partner NGOs to refer to LEGS in their funding proposals.[xix]

- In Sudan, ICRC recently used LEGS to review their current emergency projects and, based on the Key Indicators for the LEGS Common and Veterinary Services Standards, developed action plans to improve the quality of their work.[xx]

- In Kenya, staff from the Diocese of Lodwar in Turkana took part in a LEGS Training organised by their partners, Trócaire. They then used LEGS tools to design a drought recovery intervention based on livestock redistribution and training and support to para-vets. The livelihoods focus of the LEGS Approach also encouraged greater coordination between the Diocese's emergency operations and their long-term development programmes.[xxi]

- FAO Kenya commissioned a study to assess its partners' emergency livestock interventions, using LEGS as an evaluation framework.[xxii]

- As a result of LEGS training with FAO staff and partners, FAO in Ethiopia refers to LEGS in all its proposals regarding livestock responses.[xxiii] FAO's recent country

programme evaluation used LEGS as a framework to evaluate its emergency livestock interventions.[xxiv]

- Trócaire, in partnership with HelpAge, recently secured 1.4 million USD from UN-OCHA in Ethiopia. Feedback from OCHA noted the use of the PRIM to justify the choice of interventions based on a participatory approach.[xxv]

- Save the Children US in Ethiopia routinely uses LEGS in designing and implementing their drought responses.[xxvi]

- LEGS has become the key reference guide for CARE and its partners in Ethiopia. According to CARE's pastoral programme coordinator, LEGS has helped staff to improve the design of their interventions, enhanced the monitoring of key indicators and improved the timeliness of their response. They have also received positive feedback from donors on the quality of their proposals.[xxvii]

Box 4 presents a case study of the application of LEGS in Vietnam, following the floods in Quang Binh Province.[xxviii]

Box 4: Livestock Intervention in Vietnam Floods

In September 2010, the World Society for the Protection of Animals (WSPA) conducted a LEGS workshop for its Disaster Liaison Officers (DLOs) from the Asia-Pacific region, together with other partners. Participants included two DLOs from Vietnam and a representative from the Ministry of Agriculture and Rural Development (MARD) that WSPA had worked with in late 2009 after Typhoon Mirinae.

After the flooding in Quang Binh Province in October 2010, WSPA, with support from MARD, used the LEGS approach to carry out an assessment and design an intervention. The assessment process highlighted one particular area, Tan Hoa Commune in Minh Hoa District, where the local population is very dependent on their livestock for food, income and draught power. The floods had destroyed crops and pasture, and damaged homes, animal shelters and infrastructure, including the office of the commune veterinarian. Many of the population were busy ploughing and replanting their crops, using their surviving cattle and buffalo as draught power. Those who had lost their own animals were reliant on family, friends and neighbours for the use of theirs as the cost of getting this work done mechanically was well out of reach of the majority of the population.

Pasture and fodder reserves had been destroyed by the floodwaters, and the price of commercial feed was too expensive for most livestock owners, due to the remoteness of the commune. Many people were spending two to three hours a day collecting leaves and the trunks of banana trees to feed their livestock. Pigs are commonly kept in this area to supplement income and some livestock owners were sharing the rice they had received from the government and NGOs with their pigs, in order to keep them alive.

With the beginning of winter approaching, livestock owners were concerned about the lack of shelter for their stock. Many had not had time to repair the thatched livestock shelters damaged by the floods, because of the large amount of time spent replanting crops and collecting livestock feed. They were also unable to get help from the commune veterinarian and village para-veterinarians (for livestock vaccination or treatment) as the flood had washed away all the vaccines, drugs and equipment. The only option was to call the district veterinarian, a journey of at least 45 minutes each way.

As a result of the LEGS-based assessment and planning process, WSPA provided 91 tonnes of concentrated feed for 600 cattle and buffalo and 750 pigs for 3 months to cover the winter period, benefitting approximately 400 of the poorest families in the commune. The feed was distributed in two instalments, to prevent spoilage of feed during storage over a long period. At the time of distribution, representatives from the feed company were available to inform livestock owners about appropriate quantities and feeding methods for this concentrate.

In addition, 5,000 metres of plastic cloth was provided to make cattle and buffalo shelters rain and windproof for the coming winter, benefitting 350 families. Support was also provided to the commune veterinarian and village para-veterinarians to enable them to treat and vaccinate animals in their area. A small fridge and drug cabinet was provided to replace the ones lost in the floods, as well as cool boxes and veterinary kits.

In April 2011, WSPA conducted a LEGS training course for MARD staff in Hanoi, with the long-term aim that MARD will fully adopt LEGS for use in their future disaster response work with livestock. By using the LEGS approach, WSPA was able to gain a better understanding of the relationship between livestock and their owners, which enabled staff to design more appropriate responses that met the needs of both livestock and owners, and greatly increased the effectiveness of the response. The LEGS approach has also assisted WSPA in its efforts to show others the importance of considering livestock in disaster response and planning, and the benefits of good animal welfare in protecting livestock-based livelihoods.

These examples illustrate how, as a result of the dissemination of LEGS and the LEGS Training Programme and other awareness raising activities, the LEGS standards and

approach are beginning to influence both policy and practice of emergency planning, particularly in the Horn and East Africa, where the first trainings were carried out. As the training and dissemination process is further expanded, it is anticipated that this impact will continue to spread in other regions.

In the forthcoming phase, the LEGS Project plans to commission an external evaluation which will examine the extent to which the successful dissemination and uptake of the LEGS approach leads to a positive impact on the quality of livestock interventions in emergencies, i.e. whether LEGS is reaching its overall objective.

Plans for the next phase of LEGS also include translating LEGS into three additional international languages; further roll-out of the regional TOT training programme and the half-day donor/decision makers' module; the development of refresher and rapid response training modules; and the consultation process for the revision of the LEGS.

7. Conclusion

LEGS endeavours to be part of the innovative movement that includes Sphere, the Inter-Agency Network for Education in Emergencies (INEE), the Small Enterprise Education and Promotion (SEEP) Network and others which aims to improve the quality of humanitarian response through the dissemination of internationally recognised standards and guidelines. LEGS is also part of the growing recognition of the importance of livelihoods in humanitarian action, specifically focusing on the role of livestock in livelihoods and the need to protect and rebuild livestock assets in emergencies. In addition, LEGS aims to promote participatory decision making for response identification, providing practical tools and approaches to facilitate this process.

Whilst LEGS is based on existing good practice, the process of developing and disseminating the guidelines and training has also contributed to raising the level of debate, and ultimately the standard of practice, among humanitarian actors. This process is expected to continue, as LEGS remains a work in progress. Subsequent editions of LEGS and LEGS training materials will continue to be informed by practitioner feedback and discussion, thus contributing further to raising the quality of emergency response.

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