DRRAP
Drought Risk Reduction Action Plan

Study Report on the Effectiveness of the Livestock Emergency Guidelines and Standards (LEGS) in Ethiopia & Kenya

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vetwork UK

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Executive Summary

The LEGS effectiveness study was conducted by Vetwork UK consultants in June and July 2013 over a four week period in Ethiopia and Kenya.

The study was made possible through support from FAO Subregional Emergency Office for Eastern and Central Africa (REOA) with financial support from European Commission Humanitarian Aid and Civil Protection (ECHO) project Drought Risk Reduction Action Plan (DRRAP) focusing on increasing resilience and reducing vulnerability in local communities in the Horn of Africa.

The broad objective of the study was to analyse the effectiveness of LEGS-based interventions at field level in order to provide recommendations for implementing agencies and for the LEGS Project. The Specific Objective was to analyse the appropriateness, feasibility, adoption and timeliness of LEGS interventions, and their cost effectiveness and impact. The study team spoke to representatives of more than 20 organisations involved in implementation of livestock emergency interventions. They visited three implementation zones in Kenya (Kitui, Isiolo and Marsabit) and two in Ethiopia (Borena and Jijiga) to discuss with locally based implementers and communities the range of emergency interventions in the 2010/2011 drought, looking at the extent to which these interventions were guided by LEGS and attempting to discern the consequences and impact of following or not following the guidelines.

Appropriateness, Feasibility, Adoption and Timeliness:

It was found that feed and water provision for the preservation of breeding stock during an emergency and animal health interventions in 2011 were effective and highly appreciated by communities. They have been able to regenerate their herds during the recovery period, but more resilience strengthening interventions on fodder production and market access are needed to support this process.

There are still some questions on early off-take feasibility and more policy support is needed for this intervention. For example, Mercy Corps' well-funded commercial destocking programme in Ethiopia managed to destock only 8000 shoats against a target of 16000.

There is widespread adoption of LEGS within a network of institutions at the meso level, but national governments are still opting for reactive top-down measures.

Cost Effectiveness:

Feeding is cost effective even though it is expensive because it is targeted at the most valuable core breeding stock. Water provision through ponds in Somali Region of Ethiopia provided community-wide benefits. Animal health interventions are cost effective with minimal unit costs. For example government veterinary staff are able to widen the coverage of vaccination campaigns by mobilising Community Animal Health Workers trained by NGOs over the last two decades.

Influence of Approaches Recommended in LEGS:

In the Emergency Phase there are high levels of coordination, integration and consultation in Ethiopia. There is also systematic use of LEGS through zone agricultural task forces jointly chaired by the government of Ethiopia and the FAO. In Kenya the coordination efforts at the County Steering Groups level advanced in the 2010/11 due to widespread awareness of the LEGS principles but there are still minor coordination problems e.g. some NGOs not following the CSG recommendations on prices for slaughter destocking. Practices have diverged widely in the Recovery Phase both in Kenya and Ethiopia with differing views and implementation together with some difficulties encountered with respect to following LEGS restocking guidelines.

Impact of Following the LEGS Approach:

When the LEGS guidelines are followed rigorously in the Emergency Phase the impact is clearly felt and highly appreciated by communities and long term benefits reported. Community and other stakeholder involvement in livestock-based emergency interventions improves local capacity and enhances ownership and sustainability of the interventions. Sourcing pasture locally triggers enterprise around fodder. Preservation of key breeding stock enables rapid regeneration of herds.

The impact of LEGS is more limited in agro-pastoralist zones and the ongoing vulnerability of the communities to future shocks is more evident.

Intervention strategies are required that are more attuned to the complexities of a simultaneous crop/livestock crisis. Poultry specific shelter issues require emphasis in future LEGS training in such areas.

Phasing Out of LEGS Activities:

Interventions that have effectively targeted support, for example Save the Children's community triangulation method for identifying those with livestock management skills, enable effective phasing out, as they create a high level of awareness of the extent and limitations on the resources provided and planned for by the external intervention. Communities in Isiolo, Marsabit and Borena saw the need for continuation of emergency measures for longer in order to build more resilience: they highlighted provision of feed for fattening and slaughter destocking as a food safety net for the most vulnerable.

Recommendations:

In order to continue to improve the responses requested by drought affected communities, the two recommendations of this study apply to all the LEGS stakeholders: donors, implementing agencies, trainers and the LEGS Project itself.

Commonly agreed thresholds need to be agreed to trigger national scale interventions during the drought Early Warning Phase. It was widely reported that in 2011 funds were not available for the LEGS recommended interventions during the alert phase and only arrived when "livestock were already dying". It is important to mainstream the availability of contingency funds that link development and emergency, for example the USAID funded Pastoralist Livelihood Initiative which was implemented by major INGOs in Ethiopia had the "crisis modifier" whereby development funds were deployed for accelerated destocking at an alert stage.

There is scope for the LEGS Project together with allied and supporting organisations, to open up policy advocacy work. This is because LEGS to needs be institutionalised in national budgetary policies to allow the necessary scale of interventions. For example a coalition of LEGS aware actors should lobby for budgeting of contingency funds for national early off-take programmes.

In terms of the LEGS Project itself, specific monitoring and lesson sharing is needed as well as a wider basket of examples and case studies to allow for context specificity in the training

Community meeting, Madacho Kebele, Dire Woreda, Borena Zone, Oromia, Southern Ethiopia

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List of Abbreviations

ADB	African Development Bank
ALNAP	*Active Learning Network for Accountability and Performance*
CAFOD	Catholic Agency for Overseas Development
CBO	Community Based Organisation
CERF	United Nations Central Emergency Response Fund
DRMATF	Disaster Risk Management Agriculture Task Force (Ethiopia)
DSG	District Steering Group (Kenya)
ECHO	European Commission Humanitarian Aid and Civil Protection
FAO	United Nations Food and Agriculture Organisation
FGD	Focus Group Discussion
INGO	International Non-Governmental Organisation
LNGO	Local Non-Governmental Organisation
NDMA	National Drought Management Authority (Kenya)
NGO	Non Governmental Organisation
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
REGLAP	The Regional Learning and Advocacy Programme for Vulnerable Dryland Communities
SC	Save the Children
ToT	Training of Trainers
USAID	United States Agency for International Development
VSF	Vétérinaires Sans Frontières

1. Introduction and justification for the study

In January 2009, the Livestock Emergency Guidelines and Standards (LEGS) Project published the first Handbook based on a set of standards, related indicators and guidance notes that were derived from evidence-based good practice for livestock-based emergency interventions. The Handbook aims to stimulate learning that improves livelihood-based disaster response programming with crisis-affected communities who rely heavily on livestock for their social and economic well-being.

LEGS is an independent project with a Steering Group comprising individuals from FAO, ICRC, African Union, Tufts University and World Society for the Protection of Animals. The Project receives funding from a number of donors, including the European Union, DFID, OFDA, Trócaire and receives in-kind support from key organisations such as FAO, Tufts University and the World Society for the Protection of Animals, among others.

Since the publication of the Handbook, the LEGS Project has supported a series of training courses based on training of trainers and capacity building at national and local levels in developing regions of the world. Consequently, a growing number of implementing agencies are incorporating LEGS in the design and implementation of their livestock-based emergency projects. However, evidence of the difference created in crisis-affected communities where there was application of LEGS in livestock-based emergency operations was inadequately being captured. LEGS' reviews have tended to focus on high-level organisational impact rather than field-level livelihoods impact. As demonstrated in a number of reviews and impact frameworks, LEGS indicators are set high – organisational level relative to field realities. LEGS' effectiveness as an assessment tool is to some extent limited by this fact (Yacob Aklilu, 2010). Also the LEGS Project itself is not operational at field level so capacity to monitor is inevitably limited.

Maize crop partly irrigated from the crescent shaped water pan designed in consultation with the community at Babile village, near Jijiga, Somali Region, Ethiopia

1. LEGS Impact Framework (January 2012, LEGS Impact Monitoring Framework (updated, April 2013), LEGS Evaluation Tool (February 2013), LEGS FAO Kenya Assessment (2010), FAO Ethiopia LEGS Report 2011, and LEGS Uptake Ethiopia, Kenya (2012),

2. The project was funded by the European Commission Humanitarian Aid and Civil Protection (ECHO)

Focus Group Discussion, Madacho Kebele

To begin to fill this gap, the FAO component of the Regional Drought Risk Management Coordination and Technical Assistance Project has provided funds to Vetwork UK to carry out this field study on the effectiveness of LEGS after the 2010/11 drought in the Horn/East Africa region (focusing on Ethiopia and Kenya).

The study aimed to analyse the effectiveness of LEGS-based interventions at field level in order to provide recommendations for implementing agencies and for the LEGS Project. The study was carried out by a team of two consultants to assess:

- The appropriateness, feasibility, adoption and timeliness of LEGS interventions,
- The extent to which the response followed the LEGS approach,
- The impact of LEGS to support livestock emergency responses,
- The level of community and stakeholder involvement in LEGS livelihoods-based livestock interventions in disasters.

The assessment also intended to identify triggers for carrying out and ending LEGS-based activities in the field and provide examples of sustainable phasing-out strategies for LEGS interventions giving details on criteria/procedures.

2. Study Methodology

Between mid-June and mid-July 2013, a team of two consultants were engaged in an extensive study on the effectiveness of LEGS interventions at field level in Kenya and Ethiopia. Although the study was also intended to cover Uganda and Djibouti as per the terms of reference, the study team established that LEGS-based activities in the two countries were in their initial stages and could not be assessed on the basis of the 2010/11 drought. Also, initial plans had been to

conduct telephone or Skype interviews with LEGS contacts in Uganda and Djibouti, but logistical and temporal constraints precluded the study team from doing so. Furthermore, the study team considered it insignificant to only talk to the LEGS Focal Points in Uganda and Djibouti since the ideal way to determine whether a disaster response was appropriate, timely and effective was to ask those for whom the benefit was intended.

The study team used a combination of methods. In most instances, the use of one method or the other, and of one bit of data or another, became a question of the team's judgment. This was based on the relevance and the reliability of the data and drawing upon their knowledge of the context and data derived from the other sources. The study team also formed their own impressions through observations as they visited homes of beneficiaries, water infrastructures or fodder fields established as either drought emergency or recovery strategy measures.

Literature Reviews

Secondary data sources consisted of major LEGS reports and reviews, impact frameworks, OCHA Humanitarian Response Fund reports, and impact assessments of livelihoods-based interventions. Other sources included agencies' reports – most of them unpublished. These sources were used to assess adherence to the LEGS guidelines (assessment methods, timing and appropriateness of interventions). A list of key documents can be found in Appendix

Field Interviews

The two consultants conducted face-to-face interviews with individual key informants (KI) – FAO staff, representatives from Kenya Veterinary Association, selected government officials (veterinary/ livestock production, range and water officers), NGO representatives and community-based groups (animal health workers

and water committees). In-depth discussions were held with the implementing agencies (VSF-G, Concern, Oxfam, Save the Children International, Care International, Mercy Corps, Community Initiative Facilitation and Assistance CIFA, Food for the Hungry [FfH] and VETWORKS EA) on the budgets, interventions undertaken, and procedures followed from needs assessment to implementation phases. Additional interviews were held with relevant accredited LEGS trainers that were involved in facilitating the training courses. Checklist questions were drawn up for each category of KI, but these were basically skeletal and discussions were most often wide-ranging; and all information was recorded for possible use in this report.

Apart from the key informant interviews, focus group discussions (FGDs) were conducted with beneficiary communities in Kitui, Isiolo, and Marsabit counties of Kenya and in Oromia and Somali regions of Ethiopia. The FGDs generated information on the 2010/11 drought situation, disaster response interventions, participation, benefits derived, constraints, strengths and weaknesses of specific interventions.

General comments and challenges

It is important to make the following observations to allow the reader to place the study results, and especially the conclusions and recommendations, in proper perspective. The most fundamental objective of this study was to determine whether or not the LEGS Project has had a beneficial influence on the way livestock-based humanitarian interventions were being delivered at field level in terms of appropriateness, feasibility, adoption, timeliness, coordination and inclusiveness of the interventions. To analyse the effectiveness of LEGS-based interventions at field level is to assess the extent to which LEGS Project influenced integration of these aspects in the delivery of livestock-based emergency interventions.

As the study progressed, the team found that to analyse the effectiveness of LEGS-based interventions at field level was no easy task for a number of reasons. First, there was the challenge of paucity of baseline information on the quality of livestock-based emergency services before LEGS trainings. Secondly, there was inadequate monitoring of individuals and agencies benefiting from LEGS trainings to capture ways in which they utilize/do not utilize their newly acquired skills in the implementation of livestock-based disaster responses. Although Vetwork UK commissioned assessments of LEGS-based activities such as this one, they were sparsely spaced given that the last participatory impact assessment based on the LEGS guidelines from the perspectives of beneficiary communities was in July 2010.

Third, there was the challenge of attribution of the benefits enjoyed by poor livestock keepers to the LEGS Project amidst a number of factors that shape the way emergency livestock relief services are delivered to crisis-affected communities. For example, the capacity of agencies (NGOs) in terms of financial, logistical and human resource availability for delivery of livestock-based disaster response services varies enormously and has a major impact on what can be achieved. Fourth, drought events that had happened in the Horn/Eastern Africa region since the LEGS handbook came on the stage in 2009 were relatively few, with the 2010/11 drought as the most significant, and drawing conclusion on this basis as such can be problematic.

The study team tried to be as specific as possible with its questions and in all data collection activities, limiting responses to reflect only the role of the LEGS Project. Nevertheless, this was not possible in all cases. Certainly, the conclusions of this study reflect the perceptions of those who participated in it.

3. Study Results

LEGS Training

Since much of the influence of the LEGS Project on livestock-based emergency interventions in the Horn/Eastern Africa region has come through training, it is important to start by highlighting training. A training programme based on training of trainers approach was rolled out after publication of the LEGS Handbook in 2009 in order to promote the uptake and implementation of the LEGS standards and guidelines in emergency situations.

Training of Trainers

The LEGS training programme is based on regional Training of Trainers (TOT) courses.

Participation in the Training of Trainers course is a competitive process and the graduates of these TOTs are equipped with the skills, materials and

methods to run the standard 3-day LEGS Training course, which aims to bring the LEGS guidelines to life and enable practitioners to implement the LEGS approach in the field. At time of this study, Kenya and Ethiopia had 15 and 7 accredited Trainers respectively. Accreditation requires Trainers to deliver 2 satisfactory LEGS Training courses of 3-days each within 2 years of their TOT.

The LEGS Trainers are required to deliver the 3-day LEGS Training using the agreed curriculum and materials, which are not in the public domain and should not be shared with others (with the exception of the relevant training hand-outs etc. given to participants during the training). Participants at a LEGS Training also receive a copy of the LEGS Handbook (either in hard copy or a photocopy of the PDF which is also available on the LEGS website). In this way the LEGS Project aims to maintain a high quality training product whilst at the same time disseminating the guidelines and the LEGS approach.

There were concerns from some field officers in Ethiopia that the reach of the existing LEGS training programme was limited and that only a small proportion of people in Addis Ababa had accessed the TOTs trainings. According to key informant interviews, there was no single accredited Trainer in the whole of Somali region despite the fact that the region is prone to frequent drought-related disasters and the local population is predominantly dependent on livestock. Trainers have to be invited from Addis Ababa for any field training to happen. According to a group of field officers from government and NGOs in the Somali region, the Livestock Relief Interventions for Pastoralist Areas in Ethiopia with translations into Somali language were what most people used. However, it was noted that LEGS principles were similar to those in the National Livestock Emergency Guidelines.

According to key informant interviews, the ongoing efforts to establish and strengthen LEGS training within existing units of local Universities such as the Veterinary Emergency Response Unit (VERU) of the University of Nairobi, especially to targeted consultants might be one of the pathways to phasing out the LEGS Project. There are efforts to establish LEGS training programmes in local universities in both Kenya and Ethiopia.

Training Courses in Kenya and Ethiopia

Over 30 three-day training courses have been conducted in Kenya with direct participation of more than 600 people, mostly from NGO and government agencies. These are funded and organised independently of the LEGS Project. The trainings target members of District Steering Groups (DSGs) in drought prone districts, some of which have since become Counties. Most of the training workshops (20 out of 30) have been FAO-assisted.

The other training courses have been supported by NGOs such as Trócaire, Concern Worldwide and CAFOD. Only one training seems to have been supported by the government of Kenya through the Ministry of Livestock to train 23 members of the Agriculture and Livestock Sector Working Group. Ethiopia had about 15 three-day training courses with participation of about 300 individuals from NGOs and government. Unlike in Kenya, Ethiopia's trainings have been commissioned either by FAO, NGOs or intra-agency that included FAO and NGOs.

Sampled feedback reports on the 3-day trainings in Kenya's Isiolo, Marsabit and Kitui sites and Somalia region of Ethiopia show that the courses have been quite positive, and participants were enthusiastic about their content. Those who attended the LEGS trainings and were interviewed in the course of this study were for the most part, profoundly impressed. Although their understanding of the technical standards and indicators may have been adequate before their attendance at a training course, it was a new appreciation for the conceptual underpinnings of the LEGS that usually provokes this response.

Interestingly, the trainings appear to have been successful in addressing some of the important issues, which existed in the livestock-based emergency operations before. According to the President of the Kenya Veterinary Association (KVA), who also is a Trainer and a senior government official in the livestock department:

> *"Before LEGS livestock-emergency interventions were done haphazardly with lots of inconsistencies and there was unaccountability in the design and delivery of livestock-based emergency interventions both within and between agencies. Livestock-based emergency interventions tended to be sector focused without much coordination. Now*

there is some accountability and stakeholder involvement in livestock-based emergency interventions. People in government ministries now acknowledge that they were doing livestock-based interventions wrongly and are now willing to coordinate. However, DSGs are weak on enforcing coordination and other LEGS related guidelines and standards. Good coordination is possible for the future droughts through the National Disaster Management Authority (NDMA)".

Whereas there was weak enforcement of coordination and other LEGS-related guidelines in Kenya, the study team got the impression that there was consensus among key informants in Ethiopia that there were acceptable levels of enforcement by the Disaster Risk Management and Agriculture Task Force (DRMATF), especially on coordination and restocking units of livestock as per the LEGS guidelines.

While this positive response to the trainings was inspiring, and certainly reflected well on the LEGS Project, there may be some cause for concern. Most of the key informants who had the 3-day training, pointed out that their post-training experiences from the field were not being captured to inform and enrich future courses. This was because there was no structured system for follow ups and monitoring of the graduates. Such experiences were being rapidly lost/abandoned due to the rapid turnover of personnel working in humanitarian sector. The implication is that there should be resources for a structured monitoring to capture post-training experiences.

LEGS Influence on Governmental Emergency Planning and Coordination

The key barrier to realizing an end to drought emergencies is the persistence of delayed and underfunded responses to livestock related indicators by government authorities in the region. There are both political and technical aspects to this. With regard to the political challenge to African governments an ALNAP paper states that "government failure to act may reflect broadly held societal prejudices against marginalised groups". The LEGS Project and its institutional supporters may now need to consider what steps are necessary to tackle resource flow bottleneck at the policy level. On the technical side the ALNAP Lessons Paper, "Humanitarian Action in Drought Related Emergencies" (2012) suggests that the inclusion of "Imminent" and "Risk of Worsening" in the Integrated Phase Classification should lead to more systematic international agreement thresholds for action around indicators such as: livestock body condition, livestock conception rates, milk production and availability, population flows, magnitude and area of origin and conflict. On the issue of thresholds for action there is a very useful recent paper on EWS indicators showing that this is a live issue in the practitioner networks (The Early Warning Stage Classification: a tool to enhance the efficiency of the Karamoja Drought Early Warning System Malika Ogwang, Early Warning Specialist, ACTED Uganda, in REGLAP, Disaster risk reduction in the drylands of the HORN OF AFRICA – Edition 3, December 2012)

In Ethiopia LEGS is institutionalized within the government system, it is endorsed and part of government development planning obligation. For example, in the coordination between UN-OCHA and the Ethiopian government, The Oromia Pastoralist Development Commission allocated resources for a Livestock Emergency Intervention, following practices recommended by LEGS. An Emergency Fund is in the budget. CBOs report to their woreda, a rapid assessment is commissioned and a document compiled. The USAID funded INGOs in Ethiopia, e.g. CARE, Mercy Corps and Save the Children – maintain a constant project presence in the most drought affected woredas and can respond immediately by switching funding from development to early warning and emergency activities with maximum flexibility through a mechanism known as the "crisis modifier" To respond to widespread drought however these INGOs take 4-6 months: they can only immediately respond with the "crisis modifier" in their existing areas of operation. Moreover the scarcity of budget in relation to the scale of the drought meant few beneficiaries: in 2011 only 10/20% of the affected community benefited. As a result, massive animal deaths still occurred but were mitigated by destocking, feeding and veterinary services. NGOs drastically reduce their resource deployment in the recovery period so NGO resource levels are currently low and resilience building in preparation for future droughts is very limited. There is an estimated $18.8 million funding gap for water rehabilitation in Borena zone alone. (Interview UNDP representative)

In Kenya the District/County technical staff have mainstreamed the use of LEGS into their cycle of

Water for human consumption,
crescent shaped water pan at Babile village

activities and coordinate with NGOs with positive results for drought affected communities:

As a result of LEGS the Kitui government staff are now able to assess the situation, plan earlier for cyclical drought occurrence and make bids for funds based on Early Warning information. To smooth out normal seasonal variations in feed we are working with farmers to put up structures to store hay. Diseases are also seasonal so more vaccination campaigns are planned earlier and have become more targeted, the delivery of vet services has improved. Planting of Napier grass, preservation of crop residues, using maize husks and fodder storage are not very new practices but until now we have not been serious on them. (Group Interview, Government staff, Kitui)

Due to the widespread application of LEGS the veterinary services got support in very good time with vaccinations and treatments. The organization of interventions is consolidated and well-coordinated. LEGS gives many alternatives, especially during the early warning period: subsidised off-take, transport provided to traders, water trucking. The District (County Steering Group) held monthly/ fortnightly meetings during emergency governed by the LEGS principles, with the participation of VSF Suisse, SNV, Anglican Church, HEIFER, World Vision, Food for the Hungry, Red Cross, Action Aid. (Group Interview, Government Staff, Isiolo)

It was generally felt by the Kenya stakeholders consulted however that central government is slow to learn from past experience and incorporate lessons into their implementation systems, and that in particular it is difficult to channel lessons upwards within government institutions:

With LEGS as with other things, the government people at operational level tend to inform superiors "this is how we would like to do things" but there is no guarantee of a response. Government budgets include monitoring and evaluation, but whether it is happening is another story. Money is given without reviewing issues that need to be tackled. Government

Government staff carrying out mass vaccination supported by VSF – Suisse, Isiolo County.

people have not been able to make use of previous experience until now, learning from past mistakes through monitoring and evaluation has not been part of what they are doing. (LEGS Trainer, Kenya)

There is a growing realisation that pre-positioning of services and supplies should be the policy response now:

In drought prone areas there is no need to wait for a drought response. Market aspects can be worked on intensively. Regular off-take of male animals should be continuous. The market system is still not strong and should be the emphasis now. Market is still the main problem. Merchants don't come, there are no traders. Livestock keepers take animals to other areas leading to body condition loss and price decrease. (Feed Industry Representative, Ethiopia)

These points all lead to the suggestion that the LEGS Project should take a more active role in policy advocacy, an idea explored further in the recommendations and conclusions of the study.

The LEGS Project at Field Level

Since publication of the LEGS Handbook in 2009, the LEGS Project has made remarkable penetration and influence on a number of agencies and individuals involved in livestock-based emergency interventions. All interviewed individuals and agencies (government, NGOs and UN) visited by the study team in capitals and rural regions of Kenya and Ethiopia affirmed that they had heard and were using LEGS. The following were a few of the responses received by the study team when it asked KIs, what technical areas of your work were relevant/not relevant to LEGS.

> *"…there are about 5 technical areas covered under LEGS which are relevant to my work of coordinating livestock services in the entire county, and these included animal health services, destocking, feed provision, water provision, and restocking. Another area … 'housing' is less important in the pastoralist management system and we do not address it in our emergency interventions." (County Livestock Coordinator, Kenya government)*

> *"The most important thing that happened in this community in 2011 was, slaughter destocking, which I managed successfully." When further asked, how he knew that slaughter was relevant to LEGS, "I was trained on LEGS in Isiolo town." (Chairman, CBO in Isiolo).*

"I am chairman of water committee, and I worked with INGOs to improve water availability for people and livestock in this village during the gu (March to May) 2011. We rehabilitated ponds in anticipation for gu rains but jalal (drought) extended and became severe. We again rapidly consulted people in villages and water trucking was identified as an option. My role was to check and ensure that delivered water was of good quality for livestock and people as agreed between the INGO and the water trucking people. Experts from the INGO told us that this was a standard requirement of LEGS." (Chairman, CBO, Babile, Ethiopia).

"My work as a water technician is relevant to aspects of LEGS or LEGS is relevant to my work. Let me explain. In the design and establishment of water ponds in Babile, we analysed needs for livestock and people and assessed, opportunities, options and CBOs' capacities to manage water harvesting facilities through broad-based stakeholder consultations. The ponds were sited in locations that could not provoke conflicts between farming households and livestock keepers and could easily be accessed by all the people including children, the elderly women and pregnant mothers. The designs of the water ponds were based on the advice of knowledgeable community representatives with guided inputs from water technicians. The communities wanted the ponds to have crescent or semi-moon like shape and that is what we supported them to establish through cash-for-work as a drought recovery strategy. We came to learn later that the crescent shaped water harvesting structures have a lot of advantages that include; wider-water-capture surface, reduced evaporation, easy to maintain through human labour, and minimized contamination from animals as access points for people and livestock were on the extreme ends of the crescent." (Field technician, from an INGO, Ethiopia) – See full case study under community-based drought recovery.

"I am a project officer in a local NGO. I work with local communities in Hashi district to rehabilitate water points for humans and animals and have never heard about LEGS. But I know the national guidelines for livestock relief interventions in pastoralist areas of Ethiopia, of which I have a copy in Somali language. Are you asking about this?" (Project officer, Local NGO, Ethiopia)

A key finding from these responses is that there is a level of awareness and knowledge about LEGS, within meso government levels and INGOs and few CBOs which have linkages to INGOs. However, local NGOs with inadequate linkages to INGOs have far less awareness and knowledge regarding the LEGS Project. The focus of LEGS has tended to be on INGOs and middle government agencies and less at field level. Agencies benefiting from the LEGS Project, especially INGOs and regional/county government institutions, need to be urged to discuss the significance of LEGS to their work – they need to proactively promote and profile the approaches in LEGS at all levels, especially within communities at risk of disasters through CBOs or local NGOs (LNGOs).

MARSABIT Case Study

A number of international and local NGOs operate in Marsabit County. Those visited and interviewed by the study team included Food for the Hungry, Concern Worldwide and CIFA. Others included the FAO field office, the National Disaster Management Authority (NDMA), government livestock Department and community-based groups with livestock-related activities.

All those interviewed observed that the short rains of 2010 and the long-rains of 2011 largely failed in Marsabit County where most parts received less than 40% of the normal rainfall with a very poor spatial distribution. Following this, livestock conditions deteriorated, prices declined and losses through mortality increased. Desperation levels among local communities increased. An influx of pastoralists 'drop-outs' conglomerated around the satellite towns and relief centres. A national emergency situation was declared.

According to NDMA, government departments and NGOs responded by supporting a number of emergency interventions. Consultations were undertaken in the most vulnerable locations with the community members and their leadership in order to identify the most pressing needs and possible response mechanisms. According to Concern Worldwide, local planning meetings were initiated to develop specific emergency response schedules in the most affected locations when ECHO approved funding. The participants of these meetings comprised of key implementing partners, community

leaders, women groups and government departments. Ensuring community ownership of this process relied not only on the field personnel but also on key local community representatives, most of who were engaged in the wider Livelihoods Programmes.

Involvement of affected communities: The study team gathered from the NGOs and government agencies that both food and non-food-livelihood interventions were identified through involvement of affected communities. Livestock-related interventions included; water and feed provision, veterinary service provision, destocking – both slaughter and commercial off-take and restocking.

Although NGOs and government agencies maintained that the livestock-related emergency needs were identified and addressed through involvement of affected communities, there were groups such as the livestock restocking committee that felt frustrated by their level of involvement in the feed provision. The committee pointed out that they did not make a critical input into the decisions preceding implementation of fodder provision such as sourcing of hay or procurement of transporters. The chairman of the committee pointed out that most NGO and government agencies often limited involvement of affected communities to needs assessments and identification of beneficiaries. Generally, there was a feeling that affected communities were in most cases excluded from procurement decisions. Although the urgency required in delivering emergency interventions to save lives and livelihoods was appreciated there was caution that speed must always be accompanied by inclusive and transparent processes.

Water provision: This was achieved through a variety of ways including fuel subsidies and gen-set replacement for boreholes, rehabilitation of dams, ponds and boreholes as well as establishment of new water facilities and water trucking. From the experiences of Concern Worldwide, activities related to rehabilitation of or establishment of water harvesting facilities such as dams and ponds are less costly, environmentally sound, and appropriate for both livestock and domestic water supply. Generally, water interventions tend to be cost effective from the point of view that they serve large proportions of people in a community.

Slaughter destocking: The activity was undertaken by Concern Worldwide and other NGOs. According to Concern, the rationale for the slaughter off-take was to inject cash into the community by purchasing drought-weakened animals that have reduced survival chances. This activity targeted 2000 households with some level of stock in the range of 10 to – 15 or more shoats. A total of 9091 shoats were slaughtered and the meat distributed to the community with support from Concern Worldwide through its local partner – CIFA.

According to the NDRMA, the government of Kenya supported destocking activities. But the destocking programme came in at the peak of the 2010/11 drought after most livestock had died and the remaining stock was in poor condition. It was pointed out that drought trends are often released in the Early Warning Bulletin – but denial period is always there within the government. To overcome this challenge, there is a need for clearly defined thresholds as part of the Early Warning Systems. For example, what would be the threshold for official action, if animal body condition is taken as an indicator?

Feed provision and animal health services: The animal feeds and health services targeted 1000 households that had 2-5 heads of cattle for the purpose of preserving key breeding stock. These households also benefited from the off-take of shoats in order to have some cash to supplement their food requirements, therefore receiving a double benefit of immediate cash relief and long term protection of cattle health. A total of 1864 heads of cattle were protected with support from Concern through CIFA.

A group of agro-pastoralists around Marsabit town was very critical of the importation of hay bales from central highlands of Kenya. According to the group, certain agencies hardly explored local alternative solutions to the problem of livestock feed scarcities during emergency or recovery phases of the 2010/11 drought disaster. They observed that there was plenty of hay around Hurri hills at the time some NGOs imported hay from central highlands. According to the group, importation of hay increased delivery costs at the expense of the numbers of those who would have been beneficiaries. He observed that lots of money was paid for transport and other logistical costs instead of benefiting more people.

The Marsabit case brings out an interesting aspect on involvement of affected communities in livestock-based emergency interventions. One of the underlying principles of the LEGS Project is that disaster affected communities should always be involved in efforts that protect or rebuild their livestock-related assets. Every technical chapter in the Handbook contains a 'participation' standard. For some NGO or government agencies, "involvement" meant consulting the affected population during identification of needs and target beneficiaries. While this kind of consultation is certainly desirable, it does not represent the level of involvement that some groups in affected communities might be expecting.

LEGS and the Appropriateness of Livestock-based Emergency Interventions

Whether or not the LEGS Project has had a positive influence on the appropriateness of livestock-based response services was, of course, a crucial question for this study, but it required some basis for comparison. However, a time-based (before/after) comparison was impossible: records of the outcomes of livestock-based humanitarian operations are difficult to find from the period prior to LEGS (if they ever existed). Besides, there is the challenge of attributing the appropriateness of livestock-based emergency interventions in the field to the influence of the LEGS Project. There are a number of other factors that may influence how appropriate livestock-based emergency services are delivered. Funding levels or capacities of implementing agencies have significant impact on the appropriateness of a livestock-based emergency intervention.

However, the study team found out that LEGS Project was one of the major influences on the way livestock-related emergency operations were delivered at the height of the 2010/11 emergency as well as in the recovery phase. The following responses are powerful evidences towards the influence the LEGS Project, when the question, 'what positive influence has the LEGS Project had on the appropriateness of livestock-based emergency interventions', was asked.

> *"Before LEGS livestock-emergency interventions were done haphazardly with lots of inconsistencies and there was unaccountability in the design and delivery of livestock-based emergency interventions both within and between agencies. Livestock-based emergency interventions tended to be sector focused without much coordination. Now there is some accountability and stakeholder involvement in livestock-based emergency interventions. People in government ministries now acknowledge that they were doing livestock-based interventions wrongly and are now willing to coordinate". (The President of the Kenya Veterinary Association)*

> *"I am sure there are several positive influences that LEGS Project has had, but an important influence for me is the way LEGS has created awareness on the need to coordinate livestock-related emergencies among stakeholder groups. In the past – before LEGS, agencies used to conduct emergency operations without involving others even in the same area. But now, most people and agencies that have been exposed to LEGS try to collaborate and to be accountable as much as possible because there are standards and guidelines on what should be done. I wish communities were also made aware and knowledgeable on LEGS because they could demand for their rights." (Field officer, INGO in Ethiopia).*

> *"We have seen a lot of improvements in the way livestock restocking activities are managed before the 2005/06 drought. People began to ask hard questions and discuss the way restocking was being conducted – experiences on optimum viable herd sizes began to be evaluated through consultations with elders in 2006. I think LEGS activities were just beginning, and then the National Livestock Relief Guidelines got published in 2008. The National guidelines borrowed heavily from the LEGS Project processes. Actually we were guided by LEGS standards when approving restocking interventions during the 2010/11. As DRMATF, we keen on the optimum viable herd size (35 shoats or over), plans for access to water and fodder by beneficiary households, and other resources to ensure to ensure such households build up the herds." (DRMATF, Member, Ethiopia)*

It is challenging to draw conclusions on the influence of LEGS Project on the appropriateness of livestock-based emergency interventions on the basis of evidence drawn from these responses and similar anecdotal evidence from secondary sources. However, it is important to note that LEGS Project has had some influence on the

process of delivering livestock-based emergency interventions.

LEGS Intervention Review

Commercial Destocking in the Drought Early Warning Phase

The two issues which arose are the timeliness and the scale of the interventions. The commercial off-take programmes have been described by some stakeholders as "a drop in the ocean". A key player in Ethiopia, Save the Children, admits that any market based destocking activity based on the 'willing seller – willing buyer' principle will take facilitation, time and experience to reach scale, and therefore a participatory programme on commercial destocking should be a seen as a learning and capacity building programme for strengthening market linkages, but which in and of itself will only forestall a small percentage of losses.

In terms of timeliness, only the major INGOs with wide coverage and that operate the "crisis modifier" were able to pursue a timely commercial off-take programming. Any organisation that was waiting for funding on the basis of a proposal usually lost the time window to implement the intended programme due to the advance of the drought and deterioration of the animals.

By 2011 the ACORD team was LEGS trained, so capacity was available. They planned activities accordingly: at the end of 2010 ACORD made bid for funds to ECHO through CORDAID – the funds were not received until June 2011. The proposal had included commercial destocking : – transport subsidy for buyers, awareness raising with community etc. but this was not implemented. The woreda task force had by that time already mandated slaughter destocking: 2000 animals were destocked, the rest just died eventually. (Deputy Coordinator, ACORD Miyo Woreda)

It is also necessary to carry out thorough analysis of market and trading conditions each time a commercial destocking activity is designed. Case studies of commercial destocking from previous droughts should not be taken as a firm guide to action as market conditions will have changed.

Slaughter Destocking

Slaughter destocking programmes closely reflected the variations in governance between Ethiopia and Kenya. In Ethiopia the rigorous oversight role played by the government during the emergency phase meant that slaughter destocking prices were fixed and adhered to. Even if there was discontent in some agencies about the low prices at which the purchasing was set, it meant that budgets for destocking went further

Livestock watering section of the crescent shaped water pan at Babile village, good results from community consultation carried out by Save the Children

and more meat was correspondingly distributed as a nutrition safety net.

In Kenya the adherence to a fixed slaughter destocking price was more problematic. It has been found that if the price for destocking is set too high then the market becomes distorted to such an extent that healthy animals will be rounded up and sent for slaughter that may include breeding stock, defeating the purpose of the exercise. Livestock keepers will calculate that they will take a price which is above what they can obtain even in normal times for healthy animals and buy back later, only to find that in the recovery phase, local markets have become severely depleted of locally adapted breeds.

District Steering Groups made attempts to fix a uniform slaughter destocking price but even large and respected players such as the Kenya Red Cross failed to adhere to them:

The findings regarding the relevance of this to destocking are discussed in more detail in the recommendations of this report: namely that the coordination of LEGS at policy level in Kenya

Africa News, 9 March 2011 Race Against Time in Kenya

In a desperate attempt to mitigate the effects of a severe drought, aid organizations in East Africa's largest economy, Kenya, are doing all what they can to ensure, that lives and livelihoods are not lost as the country faces a severe drought. On the front line of the efforts to mitigate the effects of the severe drought is the Kenya Red Cross Society. The Society has recently launched a livestock destocking and water trucking programme in the arid districts of Marsabit and Moyale. A delegation led by the Kenya Red Cross Head of Disaster Management, Abdikadir Othowai, visited a number of drought-stricken villages. The news that the society will undertake a destocking programme became music to the ears of many of the pastoralists in the villages of Burgabo and Turbi.

While launching the programme, Othowai said the society will spend way over 50 million shillings in the water trucking programme. He said the de-stocking programmes, which involve buying livestock from the pastoralists at relatively higher price than the market price will mitigate some of the effects of the drought. "We are buying a goat for sh2000 above the market price, which is now roughly sh500, and then we slaughter the goat and redistribute the meat to the households. So we are injecting cash to the local economy and at the same time feed the hungry population,"

Example of unsuccessful investment in water resource development near Babile village carried out without community consultation.

should emulate the Ethiopian situation where control over destocking prices is set by the government authorities and rigorously maintained by the Zonal Task Forces.

Veterinary Services

There have been systematic and sustained improvements in the coordination and delivery of veterinary services during drought periods. Very effective collaboration has been achieved between government and NGO players. Community Based Animal Health Workers are central to the achievement of scale with these emergency activities and hence the ban on training of such community auxiliaries in Kenya is a source for future concern. A Practical Action study shows that there is steady attrition of CAHWS as a small percentage of those trained become less active every year, mainly due to age. (S. Coupe, Impact of CBAHWS in Samburu District Kenya, 2010, p.24, http://practicalaction.org/community-based-extension-reviews)

Feeding

Use of concentrates instead of hay was a major change in 2011. Over 50,000 breeding stock were protected through feeding programmes in Ethiopia. The emergence of a private sector player in the feed industry led by an innovative thinker on emergency management has been very important in this regard. This was one of the major breakthroughs in the management of the 2011 emergency which was attributed to LEGS by interviewees.

Water and vaccination can be provided but if feed is not there, ticks intensify and parasites load up. In 2005/6 feed was not part of emergency package but in 2010/11, 50,000 cattle were saved in Ethiopia through feeding (Private Sector Feed Industry Representative, Ethiopia)

In both Kenya and Ethiopia, in all five communities visited for this study, the intervening NGOs established targeted feeding programmes which explicitly followed the LEGS guidelines and were held up by the communities visited as the centrepiece of effective coordination and intervention. It has inspired a general movement towards fodder production in the current period but bottlenecks are quickly appearing in terms of the lack of storage.

Water

Water harvesting through rehabilitation or establishment of new structures appeared to benefit large numbers of people and livestock and was as such considered cost effective by most of the people interviewed in the study. For example community-based establishment of water ponds in Nasiye Woreda of Somali region

which was achieved through cash-for-work emergency support was reported to benefit over 80 households and herds of livestock. Agencies involved in the water harvesting activity, especially the groups of INGOs based in Jijiga, have been greatly influenced by the LEGS Project. They ensured proper assessment of needs. They also ensured that water committees with good leadership structures were in place for future de-silting and maintenance of the new points. Water harvesting interventions that observed quality consultations with local communities and other stakeholders appear to have gained community acceptance and willingness to de-silt and maintain.

Although trucking is known to have lots of logistical and administrative challenges, Oxfam Ethiopia seems to have overcome the administrative challenge through voucher system in Debalwayn Woreda, Hash district of Somalia region. The voucher systems was used in the distribution of water whereby water truckers were paid by reimbursement of certified vouchers allocated to local water committees and beneficiary households. In the Oxfam model, points were properly sited, with provisions to keep off livestock from operation points by use of fences and established troughs for watering animals.

However, this system was criticized by a group of elders, who noted that the voucher system reduced INGO's administrative costs involved in water trucking but overburdened communities, especially local water committees, with responsibilities of overseeing issues of delivery of water and quality. The elders also observed that the numbers of livestock benefiting from the water trucking intervention was restricted to a small breeding herd, 2-3 heads of cattle or about 10 goats. It was therefore deemed not suitable for pastoralist households who depend on livestock for their livelihoods.

Shelter

In agro-pastoralist communities poultry shelter is an emerging critical issue. Lack of shelter is proving to be a threat to the attempts to strengthen poultry within the livelihoods due to predation and theft. It is preventing the more able poultry keeping women from expanding their enterprise. Shelter has generally been "glossed over" in the LEGS trainings to date in Kenya and Ethiopia, the LEGS guidelines have not led to any effective interventions in this area. Experimentation is needed with different materials as the local materials used to construct shelters in agro-pastoralist areas have become depleted.

Community Perspective – Nasiye Woreda Focus Group Discussion

Nasiye Woreda had no sustainable ground water resources and the drought experienced in 2011 had been building up for a period of about 8 years. One dry season succeeded the other and the community began to lose animals in 2011. Save the children (SC) conducted a needs assessment involving all the stakeholders in this Woreda. Capacities of existing community based organizations were assessed through consultations.

The assessments were quite inclusive of various representative of this community including women, the youth, the elderly and herders. Community proposals were taken on board by SC. The community proposed the design of the ponds to take the shape of semi-moon or crescent shaped and that was what was agreed upon by SC.

According to the Chairman of Nasiye water committee, sites for the new ponds were mapped out. Excavation work activities were initiated through cash-for-work approach. Two ponds were excavated at the height of the 2011 drought when families were stressed. Poor families who did not have food were selected to participate in the cash-for-work programme. The excavation work was completed in July 2011 and the rains came around that time and filled the ponds. The April 2012 rains almost failed but the community had water. Again in the rainy season (April-May) of 2013, the ponds were filled with water. The community had water which they estimated could last them about 3 – 4 months of a dry season.

According to Mariam Musa who is one of the beneficiaries, animals used to stay for 3 days without water. The animals could drink water only once in a week. This affected milk production and the sizes of animals. Calves could not grow fast. Mariam has lived in Nasiye Woreda for 20 years and she recalls walking long distances to access water. Mariam is involved in crop farming and livestock keeping. She has 5 heads of cattle, 10 goats, 3 donkeys and one camel.

She says that the SC water intervention has brought a lot of benefits. She is able to access water at a short distance and use her time to cultivate her garden and look after her livestock when children are in school. She acknowledged that milk yields from her cow had increased. The animals drink water more frequently. The herders have become clean because of the water being easily accessible.

According to Save the Children's water technician, the design and establishment of water ponds in Babile involved needs assessments for livestock and people. Opportunities were identified and CBOs' capacities to manage water harvesting facilities were assessed through broad-based stakeholder consultations. The ponds were sited in locations that would not provoke conflict between farming households and livestock keepers and could easily be accessed by all the people including children, the elderly women and pregnant mothers. The designs of the water ponds were based on the advice of knowledgeable community representatives with guided inputs from water technicians. The communities wanted the ponds to have crescent or semi-moon like shape and that was what SC supported them to establish through cash-for-work as a drought recovery strategy. It was learned later on that the crescent shaped water harvesting structures have a lot of advantages that include: wider water-capture surface, reduced evaporation, easy to maintain through human labour, and minimized contamination from animals as access points for people and livestock were on the extreme ends of the crescent.

Restocking

Restocking is a major issue emerging from this review as it has been conducted recently in the recovery period at a time when LEGS training has reach a zenith, with hundreds of practitioners trained in 2012 and 2013 under the auspices of FAO and other organisations. However it is a highly controversial and contested aspect of LEGS as the varying testimony from LEGS stakeholders revealed.

The first controversial aspect is the number of livestock to be distributed per household, it is heavily contested by the stakeholders between

Crescent shaped water pan: livestock and humans use opposite ends of the pan.

those who advocate for donations of 5 livestock to a larger number of households or those who advocate for 15/20 livestock to a lesser number of households. Despite the LEGS guidelines being very clear that the number of livestock should be determined through community meetings, it seems to overlook the fact that the discussion tends to be circumscribed by the budget available and the powerful sway of political decision makers who will press for a wider number of beneficiaries even if this can be counterproductive in terms of optimal strategies for rebuilding herds.

Secondly there are discrepancies over the performance of the existing restocking programmes which came to light in Yabello. Agencies such as FAO and CARE are not practicing any restocking and are concentrating on other interventions, most especially water sources and fodder production as well as the maintenance of disease surveillance for improved delivery of animal health services. The UNDP has a major restocking programme which claims a 90% survival rate for animals and ACORD also report sustainable improvements from livestock distribution. However the two communities visited that were restocked by Gayo Pastoralist Association, maintain that the restocking programme has been catastrophic, with mortality rates of up to 80% of goats, making them "worse than useless" and generating despair and destitution in the households concerned. The authors were unable to reconcile the varying claims for the success/failure of restocking programmes in the time available, it is an issue that requires further enquiry.

The veterinary officer of another national NGO active in the zone, ADB, cites various problems with the restocking programmes in Borena:

> *The big challenge is shortage of time for restocking. The local goats are not available. We can't get the stock. There is competition for locally adapted goats. There is a common supplier for all the different programmes who is requested to procure only Borana goats, but in order to meet demand they have to search other places and mix in different breeds. This leads to disease transmission and the requirement for additional veterinary services.*
>
> *Then there is coenurosis , locally known as "sirgo " , transmitted to goats through dog faeces. The Borana goats are highly prone whilst other breeds are slightly more resistant. There are 20% losses from this disease. It may be better to stop restocking due to disease.*

This recommendation is not necessarily shared by the authors of this study and is presented to show that there is currently a lack of consensus on restocking in the Borena Zone. It is presented here for further discussion and debate and has already been shared with FAO Yabello in order to be formally discussed at a future Task Force meeting.

Case Study Kitui Lydia Mwanza

I support my son and his family, a total of 8 people. I received four pullets and a cockerel from the Vetworks Kenya project. Two are laying. I have sold batches of 30 eggs, followed by 26, at Ksh 10 per egg: the demand is high. I have kept poultry all her life and have experienced Newcastle disease but now the birds are free from the disease since the intervention since the vaccination programme. Vaccination cost 5 Ksh, the project paid 4/ – and the farmer paid 1/ – . The farmers go through the assistant chief's office to request for vaccination. Vaccination is done by paravets. The most important benefit from the project is disease control

I have 2 oxen and 2 cows and grow my own feed for livestock, cow peas. 2011 was a bad year, during the drought we had to purchase grain to keep the poultry alive. About 20 birds to provide enough eggs for the family and the distribution of 5 chickens is sufficient for a family to be able rebuild up to that number. Apart from food products we get manure from the poultry for vegetable production

In the past, I could lose all my chickens to diseases. But now, the project has helped save my 50 birds from diseases. I cover medical expenses and school fees. The building materials for making poultry shelters are now scarce. With the right housing infrastructure, I could keep up to 300 birds.

Mrs. Lydia Mwanza, successful poultry farmer, with family members at homestead near Kitui town.

4. Conclusions and Recommendations

LEGS has brought an important dimension to emergency practices in pastoralist areas: the protection of livestock. A huge capacity development has taken place through a good number of actors. All the key informants interviewed, especially development professionals who had received LEGS training, noted that LEGS had become part of their development and disaster response business. Central governments at the highest levels of policy and resource allocation are slow to take advantage of this capacity, with governments not making adequate budget allocations nor putting in place adequate mechanisms for scaling up drought responses through these improved practices in immediate response to early warning indicators.

The importance of national government investment in the activities recommended by LEGS to carry communities through the drought cycle with their livelihoods intact is underscored by the recent speech by former Brazilian president Lula at the High Level Meeting to End Hunger in Africa by 2025, 30 June 2013

The battle to end hunger will only be successful if we join agricultural and infrastructure policies to the generation of employment and the distribution of income through social policies. The fight to end hunger and poverty must be raised up to the level of State Policy if lasting results are to be achieved. Government must promote and articulate various fronts for action. Income policies must be treated as a basic right of citizenship and not as occasional assistance. These policies must be part of the Budget – together with the other permanent obligations of the Government.

There is therefore a need to deal with the highest policy makers – planning is done at that level. They set the resources and parameters for interventions. Ministers and civil service heads need to be targeted by LEGS policy advocacy. As suggested by one key informant:

The government institutions are not innovative: empirical evidence of lives and livelihoods saved by LEGS is needed. The system is not energetic so serious advocacy is needed. The Pastoralist Affairs Committee should undertake an experience sharing visit and can be a given assignment for impact at the policy level. Inclusion of media people should be sought: broadcast media and investigative journalism. (Feed Industry Leader, Ethiopia).

Commonly agreed thresholds need to be agreed to trigger national scale interventions during the drought Early Warning Phase. There is need for governments to provide greatly increased funding for commercial destocking programmes during the drought alert phase. It was widely reported that in 2011 funds were not available for the LEGS recommended interventions during the alert phase and only arrived when "livestock were already dying" It is important to mainstream the availability of contingency funds that link development and emergency, for example the USAID funded Pastoralist Livelihood Initiative which was implemented by major INGOs in Ethiopia had the "crisis modifier" whereby development funds were deployed for accelerated destocking at an alert stage.

A review of interventions in five distinct geographical areas showed that due to effective capacity building, coalitions of intervening agencies followed LEGS closely and were generally able to meet the standards recommended. The area where greatest coordinated capacity building efforts appears to be needed within LEGS training itself is in the field of restocking, as the training appears to have been less effective in standardising practices in this area. It is a recognised feature of the LEGS that on drought emergencies they focus on the context of nomadic pastoralism. There is scope for research leading to the additional material on issue specific to agro-pastoralist areas.

There is therefore scope for the LEGS Project together with allied and supporting organisations, to open up policy advocacy work. This is because LEGS to needs be institutionalised in national budgetary policies to allow the necessary scale of interventions. For example a coalition of LEGS aware actors should lobby for budgeting of contingency funds for national early off-take programmes. One option is to lobby for governments in the Horn of Africa to appoint senior officials specifically responsible for this institutionalisation process. In Kenya there is the opportunity to mainstream LEGS recommended practices into the Livestock Strategies of County governments, with a view to tighter regulation of emergency interventions in future to avoid the problems created when NGOs intervene in the same zone with different methodologies and strategies.

Women's voices in the Madacho Kebele, Focus Group discussion.

The LEGS Project and its supporters should develop a half day or one day policy seminar and with associated documents. The seminar presentations can be led by leading LEGS champions from the UN, public, private and NGO sectors. The high level policy makers do not need the full LEGS technical package but an overview of progress to date that provides greater awareness on how they can facilitate the process of eliminating drought emergencies.

In light of the finding that the training programme has been instrumental in imparting a greater appreciation for the LEGS Project, but with the understanding that the reach of the existing Training of Trainers programme is limited and that only a small proportion of people can access the regional trainings, the LEGS Steering Group should explore ways to adopt and promote e-learning methods. Self-instructional web-based training with headquarters-based supervision – could help build capacity effectively. Electronic versions will allow for a much wider database of examples and case studies to allow for greater context specificity in the training for pastoralist or agro-pastoralist zones. The ongoing efforts to establish and strengthen LEGS training within existing units of local Universities such as the Veterinary Emergency Response Unit (VERU) of the University of Nairobi especially to targeted consultants, are be one of the pathways to institutionalising the LEGS Project over the long term. In addition, given that there are still weaknesses in monitoring and evaluation (M&E), which limit learning from the experiences coming from the beneficiaries of the 3-day training workshops, the LEGS Project Steering Group should explore use of ICT for M&E.

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Livestock Emergency Guidelines & Standards

Study Report on the Effectiveness of the Livestock Emergency Guidelines and Standards in Ethiopia & Kenya

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