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RAPID ASSESSMENT OF ORGANISATIONAL CAPACITY FOR THE APPLICATION OF LEGS AND THE 'NATIONAL GUIDELINES FOR LIVESTOCK RELIEF INTERVENTIONS IN PASTORALIST AREAS OF ETHIOPIA' TO INFORM THE EL NIÑO RESPONSE

March, 2016



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Rapid Assessment of Organisational Capacity for the Application of *LEGS* and the ‘National Guidelines for Livestock Relief Interventions in Pastoralist Areas of Ethiopia’ to Inform the El Niño Response

March, 2016

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The views expressed in this report are those of the Consultants and do not necessarily reflect the view of USAID or the United States Government.

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EXECUTIVE SUMMARY

The 2015 El Niño, coupled with the failure of the spring *belg* rains, has led to Ethiopia's worst drought in 50 years, affecting in particular the eastern highlands and the north-eastern pastoral areas. This Assessment was commissioned by a 'Core Group' made up of representatives of the Disaster Risk Management – Agricultural Task Force (DRM-ATF), FAO, Tufts University, VSF Germany and VSF Suisse, together with some Ethiopian LEGS Trainers, with the aim of *reviewing the achievements and challenges in the implementation and coordination of livestock interventions based on LEGS and the 'National Guidelines for Livestock Relief Interventions in Pastoralist Areas of Ethiopia', in order to plan ways forward to inform the El Niño response.*

The methodology of the Assessment was based on: a literature review of relevant documentation; interviews with a total of 107 key informants (around half of them government officials) from Addis Ababa, the pastoral focus areas in Afar Region (Chifra, Adaar and Awash Fentale Woredas) and Somali Region (Shinile Woreda of Sitti Zone), and the highland focus areas in Amhara Region (Gubalafto and Raya Kobo Woredas of North Wollo Zone); and review of the draft report by the Core Group before production of the final report.

The Livestock Emergency Guidelines and Standards (LEGS) were published in 2009 to provide good practice support and guidance to livestock-based emergency responses worldwide. The 'National Guidelines for Livestock Relief Interventions in Pastoralist Areas of Ethiopia' (NG) were produced around the same time by the Ethiopian Ministry of Agriculture to provide similar contextualised guidance for livestock responses in pastoral areas of Ethiopia. Since the first LEGS Training of Trainers' course in 2010, there have been 30 LEGS Training courses rolled out in Ethiopia, mostly in or for pastoral areas. There are no training courses for the NG but the document has been translated into several local languages.

The Assessment focused on *knowledge* of LEGS and the NG, and the extent to which this has been translated into *practice*, in the highland and pastoral fieldwork areas, supported by information from stakeholders in Addis Ababa. The Assessment found that in the pastoral focus areas, there are high levels of awareness and understanding of LEGS and the NG among both government and non-government actors, largely due to training, although this knowledge is not comprehensive, and generally decreases from regional to woreda/kebele level and over time. For example, 75% of the key informants in Afar Region and 62% in Somali Region had heard of LEGS;

while 21% in Afar and 62% in Somali had heard of the NG. Almost half of the key informants in the pastoral focus areas had been trained in LEGS. Some – but not all – of this knowledge is translated into practice: out of the seven projects visited in Somali Region, none were 'strongly' aligned with LEGS/NG; four were 'moderately' aligned; and three were 'weakly' or not aligned. Of the 12 Afar Region projects that were considered, five were strongly aligned with LEGS/NG; two were moderately aligned; and five were weakly/not aligned. The failure in some cases to put knowledge into practice is the result of a number of factors: lack of confidence, the passage of time since training, changes in personnel, and the lack of technical capacity in emergency livestock interventions. The role of donors in supporting the incorporation of LEGS/NG into the design and approval stage is also seen as an important prerequisite for effective practice.

In the highland focus areas, there is an almost complete lack of knowledge of LEGS (the NG are specifically designed for pastoralist areas) among both government and non-government actors, as a result of: the limited attention given historically to livestock emergency response in the area; limited technical knowledge and capacity; and the misapprehension that LEGS is not applicable to non-pastoralist production systems. There is consequently no application of LEGS in the current drought response, and the livestock-based emergency interventions currently being carried out are of mixed quality.

The key challenges affecting increased and more consistent application of LEGS/NG in both pastoral and highland areas are summarised as follows:

- Lack of awareness and knowledge among sufficient numbers of staff at all levels of government and non-government organisations, and in all areas, including those who design as well as those who implement livestock interventions
- Changes in staff positions and staff turnover
- Lack of institutionalisation of LEGS/NG into organisational policy for both government and NGOs, so that their uptake does not depend solely on 'champions'
- Insufficient support from donors to promote the use of LEGS /NG as a requirement for funding; for project appraisal; and for monitoring and evaluation

- Limited priority given to livelihoods support, in particular livestock, in emergency response – especially but not solely in the highland areas
- Limited technical capacity and understanding of emergency livestock response, particularly in the highlands

In spite of the progress made, these challenges and constraints mean that neither LEGS nor the NG are being used and applied as much as they could be during the current El Niño crisis, with the outcome that some interventions in both pastoral and highland areas fail to take account of key best practice approaches, in particular: timeliness and early response; appropriateness of interventions (both activities and methods); support to the private sector; protection of key livestock assets; coordination at all levels; and monitoring, learning and impact assessment.

The Assessment offers the following recommendations to address the challenges outlined above and to promote further and mainstream the guidelines to improve practice in the current El Niño crisis, in order of priority:

1. **Awareness-raising:** Knowledge and understanding of LEGS and the NG should be promoted across all El Niño-affected areas through an awareness-raising plan to ensure systematic coverage, using the following tools:
 - 1.1. Use of the LEGS half-day awareness session to raise awareness, particularly among key donors and decision-makers in Addis Ababa and at regional level
 - 1.2. Production of a summary ‘quick guide’ to the LEGS Handbook for decision makers.
 - 1.3. Delivery of short information sessions to practitioners in the key affected areas.
 - 1.4. Systematic distribution of LEGS flyers and Handbook to the El Niño-affected areas.
 - 1.5. Incorporation of the NG into the above activities relating to pastoral areas.
2. **Institutionalisation:** In order to support the activities recommended above, institutionalisation of LEGS/NG is needed:
 - 2.1. Appointment of a Task Force at national level to facilitate and coordinate LEGS/NG awareness-raising and training.
 - 2.2. Use of LEGS/NG by ATFs at all levels to appraise projects and promote best practice.
3. **Training:** Training in LEGS is urgently needed, in particular in the highland areas affected by the El Niño, in order to build capacity to implement good quality livestock emergency interventions:
 - 3.1. A comprehensive plan for rolling out the 3-day LEGS Training Course for the next five years.
 - 3.2. Incorporation of the NG into the 3-day LEGS Training curriculum.
4. **Project design:** LEGS and the NG need to be addressed in the design stage to facilitate good practice implementation:
 - 4.1. Requirement by donors for LEGS/NG to be incorporated into project proposals.
 - 4.2. Participation by LEGS-trained staff in proposal development and project design.
 - 4.3. Use of LEGS/NG for project appraisal by regional government staff.
5. **Project implementation:** Training and technical capacity building are needed to ensure that LEGS/NG are implemented in practice:
 - 5.1. Targeting of training and awareness-raising to all practitioners in the El Niño-affected areas.
 - 5.2. Use of LEGS/NG indicators and checklists for monitoring and evaluation.
6. **Funding and approval mechanisms:** Timely response is vital for positive impact on affected communities:
 - 6.1. Swift granting of approval by regional government for El Niño-related interventions.
 - 6.2. Fast-tracking of approval by operational NGOs for El Niño-related interventions.
 - 6.3. Incorporation of ‘flexible funding’ into proposals by NGOs and government agencies.

These recommendations are presented in full, together with additional longer-term recommendations, in the body of the Assessment Report.

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LIST OF ABBREVIATIONS

AKLDP	Agriculture Knowledge, Learning, Documentation and Policy Project
ACPA	Aged and Child Pastoralist Association
AISDA	Action for Integrated and Sustainable Development Association
CAHW	Community Animal Health Worker
DPPO	Disaster Prevention and Preparedness Office
DRM-ATF	Disaster Risk Management – Agricultural Task Force
DRM&FSS	Disaster Risk Management and Food Security Sector
ECHO	European Commission – Humanitarian Aid and Civil Protection
EHCT	Ethiopia Humanitarian Country Team
FAO	Food and Agriculture Organisation of the United Nations
GTP2	Government of Ethiopia's 2nd Growth and Transformation Plan (FDRE 2015)
HRF	Humanitarian Requirements Fund
HRD	Humanitarian Requirements Document
IDP	Internally displaced people
JEOP	Joint Emergency Operation Program
LEGS	Livestock Emergency Guidelines and Standards
LPDP	Livestock and Pastoral Development Bureau
MoLF	Ministry of Livestock and Fisheries
NG	National Guidelines for Livestock Relief Interventions in Pastoralist Areas of Ethiopia
NRM	Natural Resource Management
OFDA	USAID Office for Disaster Assistance
PDO	Pastoral Development Office
PRIME	Pastoralist Areas Resilience Improvements through Market Expansion
USAID	United States Agency for International Development
VSF-G	Vétérinaires Sans Frontières – Germany
VSF-S	Vétérinaires Sans Frontières – Suisse

INTRODUCTION

The 2015 El Niño phenomenon led to delayed or poor summer rains throughout much of Ethiopia's highlands and the north-eastern pastoral rangelands during 2015 (AKLDP 2015). Government, international agencies and local and international NGOs are currently involved in drought response initiatives in the affected areas, many of which involve livestock-keepers. In such crises, the Livestock Emergency Guidelines and Standards (LEGS) and the National Guidelines for Livestock Relief Interventions in Pastoralist Areas of Ethiopia (called hereafter the 'National Guidelines' or NG) should be drawn on to provide guidance to these interventions.

In September 2015, representatives of the DRM-ATF, FAO, Tufts University, VSF Germany and VSF Suisse, together with some Ethiopian LEGS Trainers, (hereafter 'the Core Group'), met to discuss the use of LEGS and the National Guidelines in the El Niño crisis. They determined that it would be useful to carry out a rapid assessment of the history of the application of LEGS and the National Guidelines in Ethiopia, to analyse the extent to which these guidelines were being used, and identify ways forward that could inform both the current El Niño response and future action.

The overall objective of the Assessment was *to review the achievements and challenges in the implementation and coordination of LEGS and the National Guidelines in Ethiopia, in order to plan ways forward to inform the El Niño response*. The specific objectives were as follows:

1. To document LEGS Trainers and LEGS trainings conducted in Ethiopia to date, and assess their contribution to improving the appropriateness of livestock emergency projects
2. To review the extent to which the LEGS approach and the National Guidelines have been mainstreamed in government departments, professional societies and non-governmental organizations
3. To analyse blockages and constraints to the implementation and adoption of the LEGS approach and the National Guidelines in Ethiopia
4. To identify recommendations for the current El Niño response, including proposed activities,

structures, coordination mechanisms and training plans as appropriate; and to note recommendations for mainstreaming and institutionalising the LEGS approach and the National Guidelines in Ethiopia in the long term

The methodology of the Assessment was based on the following process:

- A brief stakeholder mapping exercise to identify key informants from the following three categories: LEGS Trainers and trainees; implementing organisations, including government, NGOs, UN agencies, private sector and community-based organisations; and donors
- Sampling of organisations from each of these three categories and identification of key informants within each organisation
- Desk review of relevant documentation from the LEGS Project secretariat and from the key informant organisations where available (see Annex 1 for a list of documents consulted)
- 107 key informant interviews, including field visits to Afar Region (Chifra, Adaar and Awash Fentale Woredas); Somali Region (Shinile Woreda of Sitti Zone); and Amhara Region (Gubalafto and Raya Kobo Woredas of North Wollo Zone) (see Annex 2 for the list of Key Informants, sampling process and fieldwork schedule).
- Production of a draft report reviewed by the Core Group, and feedback incorporated into the final report.

This report presents the results of the Assessment, which was carried out between November 2015 and February 2016. The analysis is based on one key assumption, namely that because LEGS and the NG are based on proven best practice, the application of these guidelines in livestock emergency response will contribute to positive and high quality impacts on the affected communities.¹ The analysis also explores the relationship between knowledge and understanding of the guidelines (for example as a result of training or awareness-raising) on the one hand, and practice or implementation on the other.

¹ This assumption is confirmed by a number of studies of the impact and effectiveness of LEGS, see for example LEGS Project 2015b; Coupe and Kisiangani 2013; Tufts University 2012; Aklilu 2010 (see Annex 1 for full references).

The report begins with a summary of the El Niño impact on Ethiopia, an overview of current drought response activities by the range of actors, and a summary of LEGS training in Ethiopia. The report then presents the findings of the fieldwork, based on the field visits and interviews with key stakeholders in Addis Ababa. The findings are presented according to ‘knowledge’ of LEGS and the NG, and ‘practice’ or implementation of the guidelines. Finally the report outlines the key conclusions of the Assessment and presents some recommendations both for immediate action in the current El Niño crisis, and for the longer term.

I. BACKGROUND

I.1 THE 2015 EL NIÑO

El Niño refers to the ‘warming of the central Pacific leading to high pressure weather systems,’ resulting in major weather fluctuations around the world (AKLDP 2015a). The 2015 El Niño is one of the three strongest since 1950, possibly even stronger than that of 1997-8 (the worst on record to date), and although it is expected to diminish in intensity in early 2016, the effects are anticipated to continue well into the year (UN-OCHA 2015; FAO 2015).

In Ethiopia, El Niño generally causes above-normal rainfall in the south and south-east of the country, leading to flooding; and below-normal, erratic or late *kiremt* (June-September) rains in the north and east (AKLDP 2015a). In 2015, the El Niño resulted in delayed and very erratic *kiremt* rains on which 80-85% of Ethiopia’s population depend. This was further compounded by the failure of the *belg* rains earlier in the year² (UN-OCHA 2015), with for example only 50 to 80% of the 1981-2010 average rainfall in Sitti Zone and Afar (FEWSNET 2015b). Figure 1 presents a summary of the impact on Ethiopia.

By late 2015 it was recognised that, as a result of the failed *belg* rains and the El Niño impact, Ethiopia was facing the worst drought for 50 years, with the projected number of food insecure people jumping from 2 million at the beginning of the year to 8.2 million in October 2015 and on to 10.2 million in December 2015, based on government figures (UN-OCHA 2015).

Livestock have been severely affected by the drought, particularly but not only in pastoral areas. The Ethiopian Humanitarian Country Team has forecast that 450,000 animals will die in this crisis (EHCT 2015). At least 200,000 livestock have already died in southern Afar and Sitti Zone, Somali Region, and over 13,000 households in Sitti have lost all their livestock and moved to informal camps. The body condition of the surviving livestock is poor and the supply of livestock products such as milk is greatly reduced. The price of livestock is very low and at the same time the price of cereals and pulses has either increased or remained the same, hence the terms of trade are very poor for livestock keepers (FEWSNET 2015c).

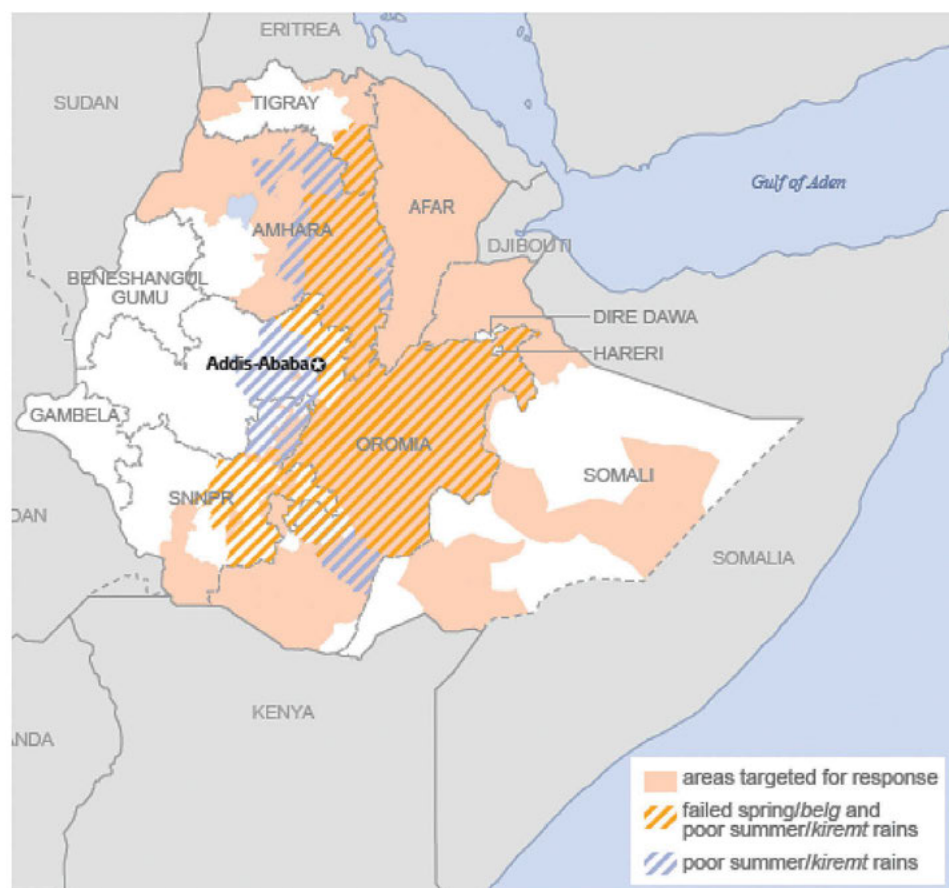


Figure 1: Key areas affected by poor belg and kiremt rains in 2015

Source: Government of Ethiopia and Ethiopian Humanitarian Country Team, 2015: Ethiopia Humanitarian Requirements Document 2016

² The failure of the 2015 spring *belg* rains in Ethiopia was unrelated to the El Niño

Stress sales of livestock have been noted in all the affected pastoral areas (AKLDP 2015a). According to the Humanitarian Requirements Document [HRD 2016], in Afar 1.8 million livestock are facing acute feed shortages; in Oromia the figure is 3 million, with livestock prices dropping by 50%; and in Somali Region the price of livestock had fallen by 80% by August 2015 (ECHT 2015).

Crop yields were low in the highland areas such as eastern Amhara, eastern Oromia and eastern Tigray (FAO 2015b). Livestock body condition is also poor in highland areas and many livestock are being sold, in spite of poor prices, thus further depleting household assets (FEWSNET 2015c). The Humanitarian Requirements Document estimates that in Amhara 12.5 million livestock are facing feed and water shortages, with livestock sales in the market tripling compared to 'normal' times. In Tigray, 2.2 million livestock face acute feed shortages; while in SNNPR there has been a 50% reduction in livestock prices. In all areas livestock sales are considered 'excessive' (Government of Ethiopia and Ethiopia Humanitarian Country Team 2016).

The key informants interviewed for this Assessment confirm this picture. For example, in Awash Fentale, there were reports of over 5,000 livestock deaths (Afar

fieldwork). Interviewees in Shinile noted that the market was no longer functioning well, people have few livestock left to sell, and there are no supplies of milk or butter for the children, with child sickness on the increase³; while in Jedane Kebele, estimates of livestock losses were 85% of sheep and goats, 35% of cattle and 10% of donkeys. Local government officials stated that over 50% of livestock have migrated to neighbouring regions, while most of the remainder have died. There are currently at least 8,500 internally displaced households in 20 IDP centres in Erer, Shinile and Hadhagala Woredas (Sitti Zone fieldwork).

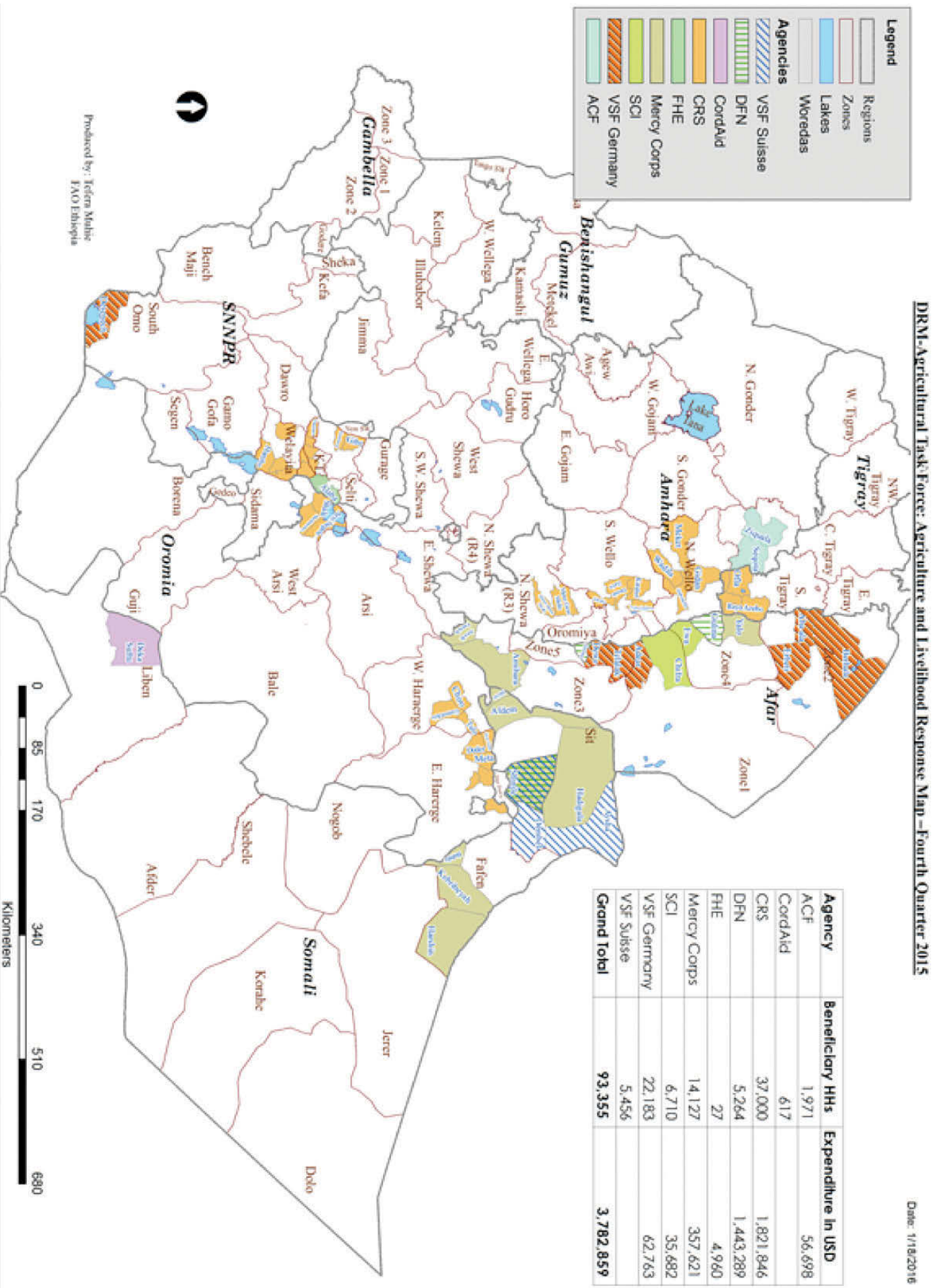
Market information from Adago market centre in North Wollo, Amahara Region highlighted a 30-40% drop in prices for cattle over the last three months, with a large influx of livestock for sale, mostly bulls and plough oxen. Up to half of the livestock presented to market return home because the prices are so low (Amhara fieldwork).

1.2 THE EL NIÑO RESPONSE IN ETHIOPIA

In response to the El Niño crisis, many government and non-government actors are involved in providing food aid, health care and other humanitarian interventions. The following map, compiled by FAO, presents an overview of agriculture and livelihoods responses by development partners, by region, based on information available in December 2015 (additional details are presented in Annex 3).

³ The importance of livestock production for child nutrition has been highlighted by a number of research studies - see for example the *Milk Matters* series (Sadler et al 2012).

Figure 2: Map of agriculture and livelihoods interventions as of 4th August 2015



With regard to livestock-specific responses, Table 1 below shows the key actors and their main areas of intervention in the focus areas for this assessment (namely Afar Regional State; Sitti Zone of Somali Regional State; and North Wollo Zone of Amhara Regional State), with details where available:

Table 1: Current Livestock Responses to El Niño in the Assessment Focus Areas

Location	Organisation	Destocking	Vet support	Feed	Water	Restocking	Other
Somali Region: Sitti Zone	Government		Vet support	Feed		Restocking planned	
	OCHA – funding partners	Destocking	Vet support	Feed			
	FAO	Slaughter destocking planned	Vet support	Feed			
	Save the Children	Camel meat distribution	Vet support	Feed			
	Mercy Corps	Commercial destocking	Vet support	Feed			
	VSF-S	Camel meat distribution	Vet support		W point rehab		
	ACPA (with Mercy Corps)	Commercial destocking	Vet support				
Afar Region: Chifra	Save the Children		CAHW training vet services; vaccination support	Livestock feeding with concentrate	W point rehab	Restocking	
	ECHO Resilience Project/ Crisis Modifier (VSF-G)		CAHW training; vet service support; vaccination support	Feed	W point rehab	Restocking	
	FAO			Feed			
	Government		Vet support	Feed			Forage development
Afar Region: Abaar, Dewe Telalak	VSF-G (Resilience Building)		Vet support	Feed	W point rehab	Restocking	
	VSF-G ECHO Crisis Modifier		Vet support	Feed			
Afar Region: Aba'ala, Berehale, Erebri	VSF-G HIRF Project		Vet support	Feed	W point rehab		
Afar Region: Bidu, Elidhaar, Dubti	APDA		Vet support	Feed	W point rehab and construction		

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Location	Organisation	Destocking	Vet support	Feed	Water	Restocking	Other
Afar Region: Amibara, Gel'alo, Kori	APPDA		Vet support	Feed			
Afar Region: Amibara, Awash, Fentale, Budti, Asayita	FARM-Africa			Feed			
Afar Region: Zones 3 and 5	CARE through PRIME	Commercial destocking	Vet support	Feed			
Afar Region: Zones 2, 3, 5	AISDA		Vet support	Feed			
Amhara Region: N Wollo Zone	Government Save the Children	Commercial destocking	Vet support	Feed	Water tanker Pond establishment	Planned	

As Table 1 shows, there is a significant level of livestock-based activity in the pastoral areas affected by El Niño, by both government and non-government agencies. In the highland areas however, at least in the focus area of North Wollo, the only actor currently involved in livestock response is the government (although NGOs may engaged in livestock interventions in other highland areas).

I.3 BACKGROUND TO LEGS AND THE NATIONAL GUIDELINES

The Livestock Emergency Guidelines and Standards (LEGS) Handbook was published and launched as a companion document to the humanitarian Sphere standards nearly seven years ago. LEGS was conceived and developed to improve the quality and impact of livestock projects in humanitarian crises, and covers six main types of intervention, namely veterinary care, destocking, livestock provision (restocking), livestock feed, water, and shelter.

Since publication of the Handbook, the global LEGS Project has supported awareness and use of LEGS through a multi-faceted approach combining regional training of trainers' courses, donor briefings, web-based communication, promotion via the LEGS Steering Group members, and presentations at international and regional events. Given the humanitarian focus of LEGS, this strategy targeted key humanitarian donors, specific UN agencies and NGOs. The LEGS Project does not work directly at country level, but relies on national and local actors to promote and coordinate LEGS at national and sub-national levels. This approach recognizes that the LEGS Project cannot physically work in all countries globally, and, that national actors are best placed to institutionalize LEGS according to national contexts.

LEGS has been promoted and adopted to varying degrees in Ethiopia, as documented in a number of studies and reports (see for example Coupe and Kisiangani 2013, and Tufts University 2012), and was particularly apparent as a key source of guidance and coordination during the 2010/11 crisis.

Since 2008, the National Guidelines for Livestock Relief Interventions in Pastoralist Areas of Ethiopia (hereafter NG or 'National Guidelines') have acted as the point of reference for the design of livestock relief interventions in pastoralist areas of Ethiopia, and are used to guide government agencies, donors and non governmental

organisations. The NG represent a synthesis of evidence and best practice as is currently known in Ethiopia, and draw heavily on the field experience of practitioners and researchers. The NG use both livelihoods-based analysis and the drought cycle management model to bridge the gap between emergency response and development. The NG highlight the value of pastoralists' indigenous livestock knowledge and skills, and the need to combine this local resource with technical assessments for designing drought responses. The NG also show the benefits of working with the private sector, particularly for interventions such as commercial destocking.

I.4 LEGS TRAINING IN ETHIOPIA

The LEGS Training Programme was launched in 2010, based on regional Training of Trainers (TOT) courses. TOT participants are given the skills, methods and materials to deliver the standard 3-day LEGS Training course.

There have now been 20 regional TOT courses around the world (including two in the Horn/East Africa region in 2010), with a total of 371 graduates, 'LEGS Trainers'. When a LEGS Trainer has successfully delivered two 3-day LEGS Training courses, they are formally 'accredited'. If they are unable to deliver any LEGS Trainings within two years of their TOT, their training is considered to have lapsed. There are currently 214 active LEGS Trainers worldwide, of whom 97 are accredited. Between them they have delivered 202 LEGS Trainings to-date.

In Ethiopia, 16 people were trained as LEGS Trainers. For five of them their training has lapsed, leaving 11 active trainers. Eight of these are accredited, but only five of them remain in Ethiopia. Between them, the active LEGS Trainers in Ethiopia have conducted a total of 30 LEGS Trainings, reaching over 620 participants (approximately one tenth of them women). These are summarised in Table 2 below (see Annex 4 for more details of each training course).

Table 2: LEGS Training courses in Ethiopia by Region

Year	Afar	Oromia/Borana	SNNPR	Somali	Addis Ababa	Total
2010		1		1	1	3
2011	4	4	1	2	1	12
2012	3	1		1	1	6
2013	2	1			2	5
2014				1		1
2015	1			2		3
Total	10	7	1	7	5	30

In addition, at least two training courses on LEGS have been delivered by unqualified trainers, i.e. trainers who have not graduated from a LEGS TOT. The LEGS Project does not recognise these as 'LEGS Training Courses', since the LEGS TOT has been carefully designed by training and livestock experts to build participants' capacity and skills to present the 3-day LEGS curriculum (which is only available to LEGS TOT graduates) to a high standard.

As Table 2 shows, nearly all of the LEGS Trainings in Ethiopia have taken place either in pastoral areas or in central locations for staff working in pastoral areas, with no LEGS Trainings for highland staff.⁴ The table also shows that the number of trainings each year has been declining since 2011, from 12 trainings that year (which was soon after the two TOTs in the region), to six in 2012, five in 2013, then to between one and three trainings per year in the subsequent years. This suggests that the momentum for LEGS Training (and consequently for LEGS application, perhaps) has been reducing since 2011.

The small number of women trainees reflects the bias of the professional livestock sector towards men, in spite of the fact that women play a significant role in livestock keeping in both pastoral and smallholder agricultural societies.

Feedback from the LEGS Trainers interviewed for this assessment is incorporated into the Findings and Recommendations sections below.

⁴ Since the completion of the study fieldwork, three LEGS trainings have been carried out in the highlands (one in Tigray Region and two in Amhara Region) with the support of AKLDP.

2. FINDINGS AND ANALYSIS

The findings of the Assessment are presented here based on ‘knowledge’ of LEGS and the National Guidelines; and ‘practice’ or implementation of these guidelines, divided into the pastoral and highland focus areas.

2.1 AFAR AND SOMALI REGIONS

As described in the methodology (see Introduction), the focus areas from the pastoral lowlands were Chifra, Adaar and Awash Fentale Woredas in Afar Region, and Shinile Woreda, Sitti Zone in Somali Region. These findings reflect the information from key informants in these areas, supported by interviews with stakeholders in Addis Ababa (see Annex 2 for the list of key informants and fieldwork schedule).

2.1.1 KNOWLEDGE

Knowledge of LEGS and the NG among the key informants in Addis Ababa and the pastoral focus areas is shown in table 3.

As the table shows, knowledge and awareness of LEGS is relatively high in the two pastoral focus areas (75% and 62% in Afar and Somali respectively), while nearly half of the key informants from the two pastoral areas have been trained in LEGS. Overall knowledge and awareness of the NG is slightly lower, particularly in the Afar fieldwork area. It was also noted that knowledge of both LEGS and the NG is more limited among staff from local NGOs.

However, this knowledge decreases from the higher levels of management to the field level, for example staff at national, regional or zonal level are more likely to have heard of LEGS than those at woreda or kebele level. It is also clear that knowledge of LEGS is currently less than it was during previous emergencies (e.g. 2010/11).

Awareness of the NG among interviewees was generally lower than that of LEGS, in particular in Afar, where four key informants had heard of the NG, while eight had not. However, among those who do know about the NG, the availability of translations (into Amharic, Somali and Oromifa) is clearly appreciated, as it makes the NG more accessible. The quantitative data available in the NG is also valued among those who consult it. In contrast, it was noted that the fact that the NG are not available on the internet, and that there is no training in the NG (unlike for LEGS), has limited the awareness and uptake of the NG.

Awareness of LEGS is closely linked to LEGS training, which is considered to be the main vehicle for sharing knowledge. Both LEGS Trainers and trainees interviewed confirmed that the training is useful in their work and helps to make the LEGS Handbook more accessible for them to apply.⁵ The LEGS Trainers interviewed highlighted some key challenges, namely the importance of contextualising the LEGS tool and approach using local case studies and if possible field visits; the importance of appropriate selection of participants (discussed further below); and the challenge of integrating some of the LEGS tools with organisation’s own assessment or analytical tools.

The fieldwork in both Afar and Somali region confirmed that many of the participants in the 30 trainings that have taken place in Ethiopia (whether government or NGO staff) work at regional level, and that the number of participants from woreda and zonal level is significantly lower. The selection of participants also has implications for translating the training (i.e. knowledge) into practice: in some cases people have been trained who are not in a position to implement livestock projects (e.g. laboratory

Table 3: Knowledge of LEGS and NG among Key Informants

Location	Total informants	Heard of NG	Heard of LEGS	Trained in LEGS
Addis Ababa	16	14 (88%)	15 (94%)	5 (31%)
Afar Region	28	6 (21%)	21 (75%)	16 (57%)
Somali Region	21*	13 (62%)	13 (62%)	8 (38%)
TOTALS	65	33 (51%)	49 (75%)	29 (45%)

**This excludes the 11 community members from the Focus Group discussion and the two cooperative members, who would not be expected to have heard of the NG or LEGS*

⁵ This is confirmed by other LEGS Project research, see for example LEGS Project 2015a and 2015b, as well as by the evaluation summaries submitted to the LEGS Project database following each LEGS Training Course.

2. FINDINGS AND ANALYSIS

technicians); in others trainees lack the technical competence and therefore confidence to implement; and some have been trained more than once - for example at one training in 2011, seven of the participants were attending for a second time. It was also noted by some informants that those who have been trained do not always share their learning with their colleagues.

While some of the LEGS training has taken place recently (for example there were two trainings in Somali Region in the second half of 2015), as Table 2 above shows many of the courses were several years ago and if those trained have not put this learning into practice in the interim, their confidence and ability to implement it will have decreased significantly. Staff changes and turnover also have an impact on the application of LEGS in practice.

In summary, awareness and understanding of LEGS and the NG, while relatively high, is not comprehensive in the focus areas. It generally decreases from regional level to woreda/kebele level; not all geographical areas are covered consistently; and the knowledge appears to be decreasing over time, particularly since 2011, exacerbated by staff changes. Selecting the most appropriate participants to receive training or awareness-raising also presents challenges in ensuring good knowledge and understanding. In spite of considerable activity in terms of LEGS training, and translation and distribution of the NG, therefore, a knowledge gap remains.

2.1.2 PRACTICE

This section reviews the 'practice' of LEGS and the NG, i.e. the extent to which the 'knowledge' outlined above is translated into action.

Some of the informants use LEGS/NG at the design stage, either to inform their funding applications or as a reference in their proposals. Some donors use LEGS, in particular in their appraisal of funding proposals or in monitoring the implementation of projects, including for example: OFDA, UN-OCHA and FAO. Some organisations also use LEGS as part of their induction and orientation for new staff, and/or on-the-job training.

While the view of the Addis Ababa interviewees is that most donors supporting pastoral emergency response expect adherence to the guidelines, the implementation of LEGS/NG on the ground is rather varied, and even those donors that encourage the use of LEGS agree that a knowledge and practice gap remains. According to the Head of Veterinary Service in Afar Region, many livestock emergency projects are not based on LEGS. This view is supported by an analysis of the current livestock responses listed in Table 1 of the extent to which the projects are aligned with LEGS/NG, as shown in Table 4, although the results show that there is more alignment in the Afar focus area projects than in the Somali projects:

Table 4 shows that 11 of the 19 projects visited are moderately or strongly aligned with LEGS/NG. However, in spite of this and the instances of LEGS being used in the Crisis Modifier⁶ and in tracking performance by some stakeholders, the fieldwork identified a number of challenges in translating knowledge into practice:

First, the implementation of livestock interventions may be led by those who do not (or no longer) have knowledge of LEGS/NG. Informants in both Afar and Somali Region noted that the decline in active awareness and implementation of LEGS/NG appears particularly noticeable since the last crisis in pastoral areas in 2010/11. This is largely attributed to the passage of time since training; to staff changes (in particular changes in key 'champions'); and to the lack of institutionalisation, discussed further below.

The need to respond quickly is also given as a reason for failing to follow LEGS/NG in implementation. Emergency responses often require rapid action and there is little time to plan or to address more complicated issues. The length of the LEGS Handbook is considered daunting by some (particularly those who have not received any LEGS training) and may contribute to the limited adoption of the LEGS approach. Furthermore, the scale of the current crisis, far greater than that of recent years, also presents a challenge for those responding.

Table 4: Alignment of Focus Area Projects with LEGS/NG

	Weak alignment	Moderate alignment	Strong alignment
Somali Region projects (7)	3	4	0
Afar Region projects (12)	5	2	5
Total (19)	8	6	5

⁶ The crisis modifier is a component written into a development programme funding agreement targeting drought-prone areas, to reduce the processing and approval for emergency funding.

As discussed in the previous section, sometime the most appropriate participants are not selected for LEGS training, and this also impacts on the application of the guidelines. At the same time, dissemination and application of LEGS/NG has often rested with key individuals, ‘champions’, at different levels, from donors and decision makers to project managers and local staff. When these ‘champions’ move on from their post, or are not replaced, there is an impact on the application of LEGS/NG.

Finally, if LEGS or the NG best practice processes are not included in the design stage, it is difficult for the implementers to adhere to them. Some field-based informants pointed out that they are bound by the parameters of approved proposals, so they are not able to change the implementation plan to include LEGS or NG-based approaches, even if they wished to.

The varied application of LEGS/NG has resulted in a range of good and poor practice in livestock-based emergency responses during the current El Niño crisis, a conclusion confirmed by the Afar Region ATF meeting in October 2015, which noted that the failure to apply recognised national and international standards has led to inconsistency in implementation, for example in feed and veterinary initiatives (Afar Pastoral Agriculture Task Force Minutes, October 2015). Some examples of the failure to follow good practice based on LEGS/NG include:

- **Timeliness:** appropriate timing of interventions is vital in order to have a positive impact. As in previous crises, there are many examples of late response or inappropriate timing, including: the need for slaughter rather than commercial destocking because the initiative starts too late and livestock body condition is too poor for commercial destocking; restocking before the recovery phase has begun; and delays in approval/release of funds to allow for timely response. Appropriate timing also requires planning beyond the immediate emergency and into the recovery phase.
- **Appropriateness of interventions:** LEGS and the NG emphasise the importance of implementing interventions that are appropriate not only to the phasing of the emergency, but also to the needs of the affected people and that are based on proven good practice. Examples of inappropriate interventions include: provision of insufficient livestock feed amounts; interruption of feed provision; vaccinating livestock during the drought; failure to target breeding stock for feed supplementation; and inappropriate beneficiary targeting.

- **Private sector involvement:** while some initiatives involve key private sector actors (such as CAHWs, local veterinary pharmacies etc.) there are examples, in Afar Region at least, of free distribution of veterinary drugs and/or treatment, which undermines existing services and limits their ability to continue to provide a service in the future after the crisis is over.
- **Coordination:** in some regions and zones, coordination bodies such as the Agricultural Task Forces (ATF) exist and are in operation to help coordinate interventions, avoid duplication and cover gaps. However, they do not operate in all areas and at all levels, and there are many cases of lack of coordination between implementing organisations, both government and non-government, including: gaps and overlaps in geographical coverage; lack of integration of interventions such as feed and animal health services, to achieve maximum impact; and lack of agreement on implementation methods to avoid contradictory approaches such as conflicting price mechanisms for destocking.
- **Monitoring, learning and impact assessment:** LEGS and the NG both promote the use of monitoring and impact assessment to increase learning from past experiences and to share good practice. This requires adequate funding support (as for example the PACAPS component of the USAID-funded Pastoral Livelihoods Initiative), which is not always available. Both LEGS and the NG provide a useful framework to support monitoring – the key actions and indicator checklists can be used for on-going monitoring and for evaluation and impact assessment to analyse the extent to which interventions are following the guidelines and meeting best practice standards. However, monitoring and evaluation was characterised as weak by several respondents during the fieldwork, particularly in Afar Region.

In summary, while knowledge of LEGS/NG is a prerequisite for implementation of these guidelines, this knowledge is not automatically translated into practice, because of: lack of confidence, the passage of time since training, changes in personnel, the need for a quick response, and lack of capacity or appropriate technical competence in emergency livestock interventions. The findings also highlight both the connection between design and implementation – if LEGS/NG is not incorporated at the design stage, then it is harder to implement according to the guidelines – and the role of donor support in promoting/enforcing the use of LEGS/NG by implementers.

As a result, current livestock-based emergency interventions do not always follow best practice approaches as outlined in LEGS/NG.

2.2 AMHARA REGION

As described in the methodology (see Introduction), the focus areas from the highlands were Gubalafto and Raya Kobo Woredas of North Wollo Zone, in Amhara Region. These findings reflect the information from key informants in these areas, supported by interviews with stakeholders in Addis Ababa (see Annex 2 for the list of key informants and fieldwork schedule).

2.2.1 KNOWLEDGE

There was no knowledge of LEGS or the NG among the government and non-governmental actors interviewed in North Wollo. Key informants in Addis Ababa suggested this is also the case in the other highland areas affected by the El Niño. Knowledge of LEGS has also not been passed from the Federal level, where LEGS is relatively well known, to the regional level in the highlands. As Table 2 above shows, there have also been no LEGS trainings carried out in the highland areas of Ethiopia.

There are several reasons for this lack of awareness. For many years until the current El Niño crisis there have been relatively few livestock-based emergency interventions in the highlands. As a result there is limited technical knowledge and capacity in the livestock sector among government agencies, and few livestock specialists among NGO staff. Livestock has not been a priority area for government or other agencies in the region.

The National Guidelines are specifically designed (and designated) for pastoral areas of Ethiopia, and therefore it was not anticipated that there would be significant knowledge or awareness of the NG in the highlands. LEGS, on the other hand, is intended for all livestock-based interventions in emergencies, in any climatic zone or livelihood. However, it appears that it is still considered by many as a tool for pastoral areas, rather than applicable for smallholder agriculture-based livelihoods such as those in the highlands, and this has doubtless contributed to the lack of awareness in those areas.

That said, in response to the recent fieldwork visits there is now some interest among government staff in North Wollo in LEGS. Those interviewed were very interested to learn more about LEGS and were eager to receive copies of LEGS materials (flyers, LEGS handbooks etc.). Furthermore, the AKLDP has organised three LEGS training courses in Amhara and Tigray Regions since the fieldwork was carried out, in response to requests from Regional officials. In Wag Himira (Amhara) and Arsi (Oromia), FAO is also apparently carrying out some awareness-raising on livestock issues, including LEGS, with government and NGO partners.

In summary, there is a lack of knowledge and awareness in the highlands of LEGS (and the NG); limited attention given historically to livestock emergency responses; and limited specialist/technical knowledge and capacity to implement. However, the creation of the new Ministry of Livestock and Fisheries and the increased attention given to the livestock sector in the government's Growth and Transformation Plan (GTP2) provide an opportunity to redress this.

2.2.2 PRACTICE

As a result of the lack of knowledge of LEGS (or the NG) there is no practice of the guidelines in the current El Niño response in the highlands. As noted above, until the current crisis there were very few livestock activities, and virtually no experience of livestock interventions in an emergency context.

However, in response to the El Niño-related drought, a range of livestock interventions is currently being implemented (see section 1.2, 1 for details). As the table shows, these are nearly all led by government agencies, while some co-operatives are also engaged in buying and selling livestock feed. There are no NGOs currently implementing livestock-based emergency responses in North Wollo, although one organisation is planning a livelihoods programme that should include rebuilding livestock assets.

The government programmes include feed, veterinary support, destocking and water rehabilitation and are a commendable response to the crisis. However limited technical capacity and experience constrain the effectiveness of their impact. Funding is passed from federal to regional to zone and woreda levels without the required technical support and coordination. The quality of implementation is therefore mixed, and some key principles of the LEGS approach to good practice are not being applied, for example:

- **Appropriate responses:** as in the pastoral areas, best practice is not always applied, including the vaccination of cattle during a drought; appropriate targeting of livestock for feed interventions (core breeding stock etc.); duration and size of feed interventions; environmental impact of pond construction; and management of markets for destocking.
- **Livelihood asset protection:** as a result of the crisis many people are selling key livestock assets such as plough oxen, donkeys and core breeding stock. With no market intervention, prices are very low so that those who sell not only lose key assets, but also receive very low returns; many return home from the market having failed to sell because the prices are so low. The implications of this asset loss for the

next planting season and beyond could be very serious, and the failure to protect the development gains of recent years is leading to reduced rather than increased resilience among the affected communities.

- **Private sector impact:** the provision of free veterinary services and medicines undermines the private sector service needed in the recovery phase and beyond.
- **Coordination:** as in the pastoral areas, some regional and zonal ATFs are operational, but cooperation from all stakeholders at all levels is needed to be able to facilitate effective management of livestock-based interventions in the crisis.

In summary, there is no application of LEGS in the current highland drought response, as a result of the lack of knowledge described in section 2.2.1. This reflects the historical lack of experience in livestock interventions coupled with a limited understanding of emergencies, which together have resulted in implementation based on long-term development approaches, rather than best practice for emergencies such as that advocated by LEGS. In addition, the understandable priority of saving lives – rather than livelihoods – means that few NGOs are engaged in livestock-based responses at present. However, with the growing impact of climate change on rainfall patterns, it is likely that the need for good practice guidance such as LEGS will continue increase in highland areas in the years to come.

3. CONCLUSIONS

LEGS and the National Guidelines have the potential to provide technical guidance and best practice approaches to livestock-based emergency interventions, as well as a common framework for discussion and coordination among stakeholders.

The assessment findings show that where LEGS and the NG are known, through training, awareness raising or through access to the handbooks, both sets of guidelines are valued and are considered useful. The LEGS training programme increases knowledge of the LEGS approach and increases confidence in participants' ability to implement it; while the quantitative data in the NG is appreciated by practitioners and the translation into local languages has made them more accessible.

This knowledge is however not found in the highlands, only in the pastoral areas and Addis Ababa. Largely as a result of the LEGS training programme (there have been 30 LEGS Trainings mainly in or for pastoral areas since 2010), there is a relatively high level of understanding of LEGS at various levels among government and non-governmental agencies working in the pastoral zones, although this tends to reduce from regional to woreda level, is less common among local NGOs, and appears to have decreased significantly over the last three to four years. As with the NG also, this knowledge is not always translated into practice, leading to mixed quality interventions.

In the highland areas, there is no awareness of LEGS, even though it is designed to be appropriate for all livestock production systems not solely pastoralism. This is the result of a combination of factors, including poor internal communications within operational agencies, both government and non-government; the misunderstanding that LEGS is geared only towards pastoral production systems; and the limited history of livestock-based emergency responses in the highlands. Nonetheless livestock-based emergency interventions are being carried out in the highlands, but with mixed quality results.

Based on the assessment findings, the key challenges affecting more consistent implementation of LEGS/NG may be summarised as follows:

- Lack of awareness and knowledge among sufficient numbers of staff at all levels and in all areas,

including those who design as well as those who implement livestock interventions

- Changes in staff positions and staff turnover
- Lack of institutionalisation of LEGS/NG into organisational policy for both government and NGOs, so that their uptake does not depend solely on 'champions'
- Insufficient support from donors to promote the use of LEGS /NG as a requirement for funding; for project appraisal; and for monitoring and evaluation
- Limited priority given to livelihoods support, in particular livestock, in emergency response – especially but not solely in the highland areas, in spite of the emphasis given to livelihoods in key documents.⁷
- Limited technical capacity and understanding of emergency livestock response, particularly in the highlands

Despite the progress made, these challenges and constraints mean that neither LEGS nor the NG are being used and applied as much as they could be during the current El Niño crisis, with the outcome that some interventions in both pastoral and highland areas fail to take account of key best practice approaches, in particular:

- Timeliness and early response
- Appropriateness of interventions, in terms of both activities and methods
- Support to the private sector and the services/markets required for recovery and long-term development
- Protection of key livestock assets and increasing resilience
- Coordination at all levels
- Monitoring, learning and impact assessment

⁷ See for example Strategic Objective 2, 'to protect and restore livelihoods' in the Humanitarian Requirements Document (Government of Ethiopia and Humanitarian Country Team, 2015) and the emphasis on 'investments in longer-term risk and vulnerability reduction' in the OCHA projection of humanitarian needs (UN-OCHA 2015).

4. RECOMMENDATIONS

The current El Niño crisis presents an opportunity to use LEGS and the NG to improve the quality of interventions, in particular in the highland areas, with the support of the new Ministry of Livestock and Fisheries, and the commitments in the GTP2 towards the livestock sector. The following recommendations propose ways forward to address the challenges outlined above and to promote and mainstream the guidelines to improve practice in the current El Niño crisis, with some additional recommendations for the longer term.

1. Awareness-raising: Knowledge and understanding of LEGS and the NG should be promoted across all El Niño-affected areas through an awareness raising plan to ensure systematic coverage across identified key stakeholders and actors, including government and non-government actors, with priority in the highland areas (including clarification that LEGS is appropriate for highland as well as pastoral areas), using the following tools:

- 1.1. The LEGS half-day awareness session should be used to raise awareness, particularly among key donors and decision-makers in Addis Ababa and at regional level (the half-day material is available from the LEGS Project and can be modified as needed and delivered by any LEGS Trainer).
- 1.2. A short document summarising the key issues in the LEGS Handbook – such as a ‘quick guide’ - should be produced aimed at donors and decision makers. This could be tailored specifically to Ethiopia, or, in conjunction with the LEGS Project, produced as a general guide.
- 1.3. Short information sessions (using the ‘Introduction to LEGS’ slide set) may be delivered by LEGS Trainers and others with knowledge of LEGS to practitioners of livestock emergency responses in the key affected areas.
- 1.4. LEGS flyers should be distributed to key stakeholders (the LEGS flyer is obtainable from the LEGS Project in pdf format so it can be printed on demand), and copies of the LEGS Handbook should be distributed systematically throughout the El Niño-affected areas.
- 1.5. The NG should be incorporated into the above activities relating to pastoral areas, and where possible copies distributed.

Longer-term recommendations: Awareness-raising should be continued to provide systematic coverage over geography, time and organisations:

- 1.6. In addition, LEGS and NG should form part of the induction and orientation of new and newly-assigned staff.
- 1.7. Participants in LEGS Trainings should be encouraged to share information from the training with their colleagues (e.g. using the ‘Introduction to LEGS’ slide set) to encourage the cascade of information.

2. Institutionalisation: In order to support the activities recommended above and below, institutionalisation of LEGS/NG is needed:

- 2.1. A Task Force should be appointed at national level under the appropriate technical committee of the Ministry of Livestock and Fisheries, to facilitate and coordinate LEGS/NG awareness-raising and training. The role of the Task Force should be to promote LEGS/NG, provide information on training and trainers, ensure effective and systematic coverage, connect trainers and interested organisations, maintain a database of key activities and oversee the roll-out of the training and awareness plans described above. In the immediate transition phase, support from an external agency such as FAO or Tufts University may be appropriate to help establish the Task Force and support it during the first year.
- 2.2. LEGS/NG should be used by all ATFs at all levels to appraise projects and promote best practice

Longer-term recommendations: Continued mainstreaming and institutionalising of LEGS/NG are vital if best practice is to continue to be promoted and implemented in a consistent and coordinated manner:

- 2.3. Government focal points at federal, regional and zonal level could be appointed, to liaise with the Task Force, help coordinate LEGS/NG-specific activities, and provide support to structures such as the regional and zonal ATFs.
- 2.4. If appropriate, focal points could also be identified within key NGOs, to liaise with the Task Force.

4. RECOMMENDATIONS

2.5. The NG should be reviewed and brought up to date by the Livestock Emergency Working Group (or other suitable body) in liaison with the Ministry of Livestock and Fisheries and NGOs working in the sector.

3. Training: Training in LEGS is urgently needed, in particular in the highland areas affected by the El Niño, in order to build capacity to implement good quality livestock emergency interventions:

3.1. A comprehensive plan for rolling out the 3-day LEGS Training Course should be developed for the next five years, with priority given to key actors in El Niño-affected areas, both pastoral and highland, but with the initial focus on highland areas. The plan should focus on providing systematic coverage at all levels (regional, zonal, and woreda) and among both government and non-governmental agencies, including local NGOs. LEGS training should only be delivered by qualified LEGS Trainers. Careful attention should be given to selection of appropriate participants (i.e. those who will be able to apply the training in practice), and women should be actively encouraged to participate.

3.2. The active LEGS trainers in Ethiopia should work together to incorporate the NG into the 3-day LEGS Training curriculum, with support from the LEGS Project as needed.

Longer-term recommendations: A long-term training plan is required to ensure that LEGS training continues to roll out and provides systematic coverage over geography, time and organisations:

3.3. The training plan should include systematic training of new and newly-assigned staff and also refresher training (as/when it becomes available from the LEGS Project).

3.4. At least one LEGS Training of Trainers (TOT) should be held in Ethiopia, to increase the number of qualified LEGS Trainers in the country. The participants should be carefully selected to cover all relevant regions of the country and to include as many women as possible.

4. Project design: LEGS and the NG need to be addressed in the design stage to facilitate good practice implementation:

4.1. All donors should be further encouraged to require LEGS/NG to be incorporated into project proposals, including the provision of detailed plans rather than general references.

4.2. LEGS-trained staff should participate in proposal development and project design.

4.3. Regional government staff should use LEGS/NG for project appraisal.

5. Project implementation: Training and technical capacity building are needed to ensure that LEGS/NG are implemented in practice:

5.1. All practitioners implementing livestock-based emergency responses in the El Niño-affected areas should be targeted for training and awareness-raising activities, as detailed in recommendations 1 and 2 above.

5.2. LEGS/NG indicators and checklists should be used for on-going monitoring and evaluation of livestock interventions, to inform implementation and improve practice.

6. Funding and approval mechanisms: Timely response is vital for positive impact on affected communities:

6.1. Regional government approval should be granted as quickly as possible for El Niño-related interventions.

6.2. Operational NGOs should fast-track approval for El Niño-related interventions to facilitate early and timely response

6.3. NGOs and government agencies should incorporate 'flexible funding' into their proposals - as championed by the Ethiopian Humanitarian Country Team (see EHCT 2012) - to facilitate swift response to the crisis.

Longer-term recommendations: In the longer-term, approval processes need to be streamlined to facilitate timely response:

6.4. Government approval procedures for emergency projects should be reviewed and streamlined to enable faster completion.

6.5. NGO procedures and policies for approval and implementation of emergency projects should be reviewed and streamlined.

- 6.6. Flexible funding mechanisms should become standard within the long-term development projects in drought-prone areas of both the pastoral and highland regions.

7. Livestock and livelihoods:

Longer-term recommendations: The importance of livelihoods in general and livestock in particular in the context of emergency response needs to be promoted:

- 7.1. LEGS Training and awareness-raising should be used to promote this issue among key government and non-governmental actors.
- 7.2. Emergency responses based on drought cycle management should be incorporated into long-term development project planning.

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ANNEX 2: KEY INFORMANTS, SAMPLING SUMMARY AND FIELDWORK SCHEDULE

Summary of Key Informants by Organisational Type

Location	Gov't	Donors	Int'l Agency	Int'l NGO	Local NGO	Uni/ Research	Private sector	Community / co-op members	Total
Addis Ababa	3	4	1	5	1	2			16
Afar Region	15		2	7	2		2		28
Somali Region	13		1	6	1			13	34
Amhara Region	21			2	1				24
LEGS Trainers			2	3					5
TOTALS	52	4	6	23	5	2	2	13	107

Key Informants for the Assessment

Location	Name	Organisation	Position/Department
Addis Ababa			
	Dr Bewket Siraw	MoLF	Animal Health Directorate
	Dr Gedion Yilma	MoLF	Veterinarian
	Ato Abera Kassa*	DRM&FSS	Chair of ATF
	Yohanness Regassa	ECHO	Program Officer
	(Dennis) Ryan Russell	OFDA	Program Officer
	Buddy Dodson	OFDA	Program Officer
	Dr Kassaye Hadgu*	UN-OCHA	Humanitarian Affairs Officer
	Dr Gedlu Mekonen*	FAO	Program Coordinator
	Dr Sileshi Zewdie	CARE	Pastoral Project Manager
	Worku Abebaw	CARE	Food Security & Livelihoods Advisor
	Dadi Gelashe	Mercy Corps	Livestock Development Advisor
	Dr Gezahegne Eshete*	Save the Children	Resilience Learning Advisor
	Leulseged Mekonen	AISDA	Programme Manager
	Dejene Fikre*	Trócaire	Regional Humanitarian Coordinator
	Adrian Cullis	Tufts University	AKLDP Team Leader
	Dr Berhanu Admassu	Tufts University	AKLDP Team Member
Afar Region			
Chifra	Dr. Adem Mohammed	Chifra Pastoral Agriculture Development Office	Chifra Woreda Animal health expert
Chifra	Getachew Abrha	Chifra Pastoral Agriculture Development Office	Livestock Feed Expert
Chifra	Dr. Tewodros Sebehat*	Save the Children	Livestock Officer
Adaar	Dr. Mohamed Ali Mohamed*	Adaar Pastoral Agriculture Development Office	Adaar Woreda Veterinarian
Adaar	Tamiru Lekicho	Adaar Pastoral Agriculture Development Office	Early Warning Expert

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Adaar	Tarekegn Darimo*	Adaar Pastoral Agriculture Development Office	Early Warning and Food Security Officer
Adaar	Abinet Sisay*	VSF-Germany	Livestock Officer
Semera	Dr. Abdulkadir	Afar Pastoral Agriculture Development Bureau	Head of Veterinary Service
Semera	Arage*	Afar Pastoral Agriculture Development Bureau	Assistant Veterinarian
Semera	Dr. Anteneh Hailu*	Afar Pastoral Agriculture Development Bureau	Veterinarian
Semera	Jemal Ahmed*	Afar Pastoral Agriculture Development Bureau	Livestock Feed Expert
Semera	Ahmed Mohamed*	Afar Pastoral Agriculture Development Bureau	Livestock Production Expert
Semera	Seyid Yimer*	Regional Vet Laboratory	Microbiology Researcher
Semera	Ahmed Seid*	Regional Vet Laboratory	Epidemiologist
Semera	Tamirat Mengistu	UN-OCHA	Field Coordinator
Semera	Alawis Ahmed	FARM Africa	Project Manager
Semera	Muluken Tatek	FARM Africa	NRM Specialist
Semera	Shami Ibrhim*	APDA	Animal Health Officer
Semera	Kedir Tahir	APDA	Deputy Relief Coordinator
Gewane	Dr. Yargal	CARE Ethiopia	Livestock health Specialist
Gewane	Dr. Zerhahun*	Mercy Corps	Economic & Marketing Development Field Advisor, PRIME Project
Gewane	Feki Misbah*	CARE Ethiopia	Livestock Production & Marketing Specialist
Awash	Dr. Alo Mohamed	Awash Fentale Woreda PDO	Woreda Veterinarian
Awash	Tadelle Zeleke*	Awash Fentale Woreda PDO	Vet. Assistant
Awash	Ali Seid*	Awash Fentale Woreda PDO	Early Warning Expert
Awash	Dr. Misrak Alemu*	Private practitioner	Private Vet drug shop
Awash	Gashaw Tefera	Addis Kidan Milk factory	General Manager
Adama	Dr Kelay Belihu	FAO	National Consultant
Amhara Region			
Woldia	Alemu Kifetew	N Wollo Zone Agriculture and Rural Development Office	Delegate, Head of Office
Woldia	Araya Abrhma	N Wollo Zone Agriculture and Rural Development Office	Livestock Resource Development Coordinator
Woldia	Genen Teklu	N Wollo Zone Agriculture and Rural Development Office	Animal Health Expert
Woldia	Mohammed Yasin	N Wollo Disaster Prevention and Food Security Office	Head of Office
Woldia	Aderaw Alebachew	N Wollo Disaster Prevention and Food Security Office	Planning Expert
Woldia	Mulugeta Dagne	N Wollo Cooperative Promotion	Delegate, Head of Office

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Woldia	Ayalew Kebede	Gubalafto Woreda, Agriculture and Rural Development Office	Head of Office
Woldia	Tesfaye Yirga	Gubalafto Woreda, Agriculture and Rural Development Office	Safety Net and Family Asset Building Expert
Woldia	Berhanu Mihirete	Gubalafto Woreda, Agriculture and Rural Development Office	Animal Health Expert
Woldia	Yeshi Aschenafi	Gubalafto Woreda, Agriculture and Rural Development Office	Animal Product Expert
Woldia	Mekonen Ayalew	Gubalafto Woreda, Agriculture and Rural Development Office	DRR Planning and Preparedness Expert
Woldia	Aseged Bekele	Gubalafto Woreda, Agriculture and Rural Development Office	Early Warning Expert
Woldia	Abebe Zeleke	Gubalafto Woreda, Agriculture and Rural Development Office	DRR Expert
Woldia	Tadesse Melashu	Gubalafto Woreda Cooperative Promotion Office	Rural Saving and Credit Cooperative Expert
Woldia	Hana Haile	Save the Children	Area Manager
Woldia	Tesfaye Kassahun	Save the Children	JEOP Manager
Woldia	Eshetu Tefera	ORDA	Head of Coordination Office
Kobo	Amanuel Demlew	Raya Kobo Woreda, Agriculture and Rural Development Office	Head of Office
Kobo	Haileselassie Abuy	Raya Kobo Woreda, Agriculture and Rural Development Office	Early Warning Task Head
Kobo	Wondatir Sisay	Raya Kobo Woreda, Agriculture and Rural Development Office	Food Security Task Head
Kobo	Teshome Nebre	Raya Kobo Woreda, Agriculture and Rural Development Office	Early Warning Expert
Kobo	Abosete Arega	Raya Kobo Woreda, Agriculture and Rural Development Office	Forage Development Expert
Kobo	Tewodros Ale	Raya Kobo Woreda, Agriculture and Rural Development Office	Animal Health Expert
Kobo	Fentaye Abate	Raya Kobo Woreda, Cooperative Promotion Office	Head of Office

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Somali Region			
Jigjiga	Hussien Orahaye*	DPPO	Early Warning Officer
Jigjiga	Dr Mohammed Ibrahim	LPDB	Head of Veterinary Service
Jigjiga	Ahmed Yesuf*	LPDB	Diagnostic Officer
Jigjiga	Abdullahi Abdikarim*	LPDB	Animal Health Assistant
Jigjiga	Dr Ahmed Mohammed	FAO	Head of Office
Jigjiga	Tofic Aden	Save the Children	Area Manager
Dire Dawa	Dr Yoseph Seyoum*	Mercy Corps	Area Manager
Dire Dawa	Dr Abdulmuen Mohammed*	Mercy Corps	Team Leader
Dire Dawa	Abdirashid Salah	VSF-Suisse	Area Manager
Dire Dawa	Abdinur Ali*	VSF-Suisse	Livestock Services Coordinator
Dire Dawa	Mohammed Korane*	ACPA	Livestock & Value Chain Specialist
Dire Dawa	Mohammed	Save the Children	Head of Office
Shinile	Abdu Shekur	Sitti Zone	Deputy Zone Administrator
Shinile	Abdo Aden	Shinile Woreda	Woreda Administrator
Shinile	Abdi Wiad	DPPO	Early Warning Officer/Acting Head
Shinile	Edil Kassim	Livestock, Crop and Rural Development Office, Shinile Woreda	Livestock Expert and Delegate
Shinile	Tesfaye Seyoum	Livestock, Crop and Rural Development Office, Shinile Woreda	Crop Extension Officer
Shinile	Ibrahim Hussien	Livestock, Crop and Rural Development Office, Shinile Woreda	Animal Health Assistant
Shinile	Rashid Yenus	Livestock, Crop and Rural Development Office, Shinile Woreda	Animal Health Assistant
Shinile	Hassen Mohammed	Livestock, Crop and Rural Development Office, Shinile Woreda	Forage Development Expert
Shinile	Omer Sabrive*	Livestock, Crop and Rural Development Office, Shinile Woreda	Animal Health Assistant
Shinile	Fatuma Farah	Sitti Cooperative	Cooperative member
Shinile	Ephrad Ahmed	Sitti Cooperative	Cooperative member
Shinile	11 community members	Jedane Kebele	Focus Group Discussion (all male)
LEGS Trainers (email interviews)			
	Kassaye Hadgu	UN-OCHA	
	Gizaw Tadesse	Save the Children	
	Amanuel Kassie	VSF-Germany	
	Genene Regassa	VSF-Germany	
	Melaku Geleta	UNDP	

* Denotes key informants who are LEGS Trainees, i.e. they have participated in a 3-day LEGS Training

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Stakeholder Mapping and Sampling Process

Based on the directions in the Terms of Reference (see Annex 1), the Assessment Team carried out a brief stakeholder mapping to identify key stakeholders from among the following groups: donors supporting livestock emergency projects; implementers (including government, NGOs, private sector, and UN agencies); universities/ research institutes; and LEGS Trainers and Trainees.

The geographical focus of the Assessment fieldwork was determined according to the areas most affected by the current El Niño, based on one highland and two pastoral areas, which could be accessed in the timeframe available for the fieldwork. Consequently North Wollo Zone was selected to represent the highlands areas; and Afar Region and Somali Region (Sitti Zone) were selected from the pastoral areas.

Based on this geographical focus, a sample of key stakeholders active in livestock emergency response in these areas was determined, as follows:

- Donors, UN agencies and research institutes: UN-OCHA; ECHO; OFDA; FAO; Tufts University
- Government agencies: Ministry of Livestock and Fisheries – Livestock Development Department; regional Agriculture and Pastoral Bureaus in Afar and Somali Regions; Agriculture and Pastoral Offices in target Woredas in each of the three fieldwork areas; DRM&FSS at federal and regional level; Agricultural Task Force at federal level; cooperatives in fieldwork areas if available.
- NGOs: operational NGOs in the three target areas were selected, namely: Save the Children, Mercy Corps, VSF-Suisse, VSF-Germany, FARM-Africa, CARE, Trócaire, APDA and AISDA
- LEGS Trainers: the 12 Ethiopian LEGS Trainers who remain in the country (both active and inactive) were contacted by email with a question list; five responded as listed above.
- LEGS Trainees: the key informants who have received LEGS Training were noted (see asterisks above).

Full details of the stakeholder mapping and sampling process are available from the Assessment team.

Fieldwork schedule

- Somali Region Field Visit (Jigjiga; Dire Dawa; Shinile Woreda): 29th November to 6th December 2015.
- Afar Region Field Visit (Adama; Semera; Gewane; Chifra, Adaar and Awash Fentale Woredas): 19th to 25th December 2015.
- Amhara Region Field Visit (Gubalafto and Raya Kobo Woredas of North Wollo Zone): 20th to 26th December 2015.
- Addis Ababa interviews: 19th November 2015 to 19th January 2016.

ANNEX 3: DRM-AGRICULTURAL TASK FORCE: AGRICULTURE AND LIVELIHOOD RESPONSE DATA

Fourth Quarter 2015

Agency	Response Actions	Donor	Region	Woreda	Activities Accomplished	Estimated Number of Beneficiary HHs	Estimated Expenditure in USD
FHE	Restocking	FAO/DFID	SNNPR	<u>Halaba</u>	13 oxen (farming/fattening oxen) and 28 small ruminants purchased and distributed.	27	4959.52
CordAid	Building resilience through integrated multi-sector interventions	ECHO	Somali	<u>Dhekasufu</u>	200 sets of Farm tools provided to ex-pastoralist and asset poor HH in Dheka 3720 Kgs of maize seed provided to 372 dry land farmers and agropastoralist 1 pond constructed for livestock use	200 372 45	
CRS	Support to smallholder farmers following erratic kiremt performance	UNOCHA	<u>Amhara</u>	<u>Gidan, Wadla, Guba Lafto, Meket, Kutaber, Tehuledere, Albuko, Dessie Zuria, Menz Gera Midir, Menz Mama Midir</u>	6340 quintals of seed prepared for distribution	10,000	812,787
			<u>Tigray</u>	<u>Raya Azebo, Alamaita, Oflla</u>	1561 quintals of seed prepared for distribution	3,000	208,446
			<u>Oromia</u>	<u>Kombolcha, Kurfa Chale, Deder, Goro Gutu, Kersa, Meta, Chiro, Gemechis, Tulo, Arsi Negele, Shala, Shashamene</u>	5563 quintals of seed prepared for distribution	12,000	622,187
			SNNPR	<u>East Badawacho, West Badawacho, Gibe, Gombora, Hadero Tunto, Kacha Bira, Kedida Gamela, Tambaro, Humbo, Dunga Fungo, Damot Wayide, Kindo Koisha</u>	6465 quintals of seed prepared for distribution	12,000	800,613
SCI	Integrated Community based resilience building project	ECHO CRISES MODIFIER	AFAR	<u>Chifra, and Ewa</u>	963 quintals of livestock feed distributed 42,250 animals have got Animal health service	535 13860	21822 13860
VSF Germany	Multi-sectoral and Integrated Community based resilience building	ECHO	Afar	<u>Ada'ar Telialak, Dewe</u>	A total 2574 quintals concentrate animal feed procured, transported & distributed to fed 14,850 lactating and pregnant goats (10 goat/HH) A total of 1485 feeding bowl & 495 feed measuring jug procured and distributed for newly selected 495 beneficiary HHs 267,526 Animals treated through mass treatment campaign 1 Livestock water point rehabilitated (pond and watering trough) in <u>Ada'ar wereda</u>	1,485 495 4,262 500	3750 2722.5 8250 2750
	Nutrition Sensitive livelihood	UNOCHA	Afar	<u>Aba'ala, Erebiti and Berehale</u>	56,176 animals treated on Voucher based Animal health service 4000 pregnant and lactating goats continue at rate of 0.3 kg Concentrate/goat/day (5goats/HH) Voucher application awareness given for selected 6,000 beneficiary HHs, voucher with a value of 120 ETB/HH distributed and animal treatment ongoing 116,988 animals treated on Voucher based veterinary health service	1,800 800 6,000 6,000	9000 2250 1750 7200
	Improve agro-pastoralists (smallholder farmers) resilience through improved farming practices of small scale irrigation and fishing	DFID via FAO	SNNPR	<u>Dassanech</u>	Construction & furnishing of 4 offices & store for SACCOs 1 Fishing shade established for fishing cooperatives of Ocholohkebele. 500 Grafted Mango Seedling provided for wind mill irrigation users Provision of 1,000 Banana Sacker (Dwarf Cavan dish) Provision of 600 litre fuel for Irrigation users Refresher training for 4 SACCOs on Basic Business Skill Refresher training for 3 Fishing groups on Basic Business Skill, fishing & cooperative management 1 Refresher training for wind mill irrigation users on Improved agronomic practice 1 Refresher training for selected wind mill irrigation users on maintenance of wind mills 1 Refresher training for women fishing net making groups on fishing net making	120 30 130 130 112 120 50 112 22 15	15785 1221 622 622 2948 1842 1839 486 347

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VSF Suisse	Drought response in northern pastoral areas (UNOCHA	Somali	<u>Hadhegala</u>	5 kg Meat distribution to affected households (Received for 8 weeks distributing 12,160 kg of camel meat)	304	
				<u>Hadhegala</u>	4 Vouchers with total worth of 100 birr supported for Emergency veterinary service based on voucher (55,500 livestock treated)	1,100	
				<u>Shinile</u>	5 kg of meat distributed to affected households (Received for 5 weeks distributing 2,550kg of meat)	102	
				<u>Shinile</u>	4 Vouchers with total worth of 100 birr supported for Emergency veterinary service based on voucher (68,400 livestock treated)	1,400	
				<u>Damabab</u>	4 Vouchers with total worth of 100 birr supported for Emergency veterinary service based on voucher (68,500 livestock treated)	1,400	
				<u>Damabab</u>	1 Water point rehabilitated	50	
				<u>Avisha</u>	4 Vouchers with total worth of 100 birr supported for Emergency veterinary service based on voucher (54,500 livestock treated)	1,100	
				<u>Five districts (Biki, Mieso, Hadhegala, Shinile, and Dembeba)</u>	8,296 heads of shoats have been destocked.	4,148	82960
					2,501 most vulnerable households received vouchers at a value of 250 ETB per household, designated to be used for livestock treatment	2,501	29773.81
				Mercy Corps	Drought response in northern pastoral areas	US AID	Somali
<u>Awash Fentale and Amibara, Yallo Aldem, Mieso, Harshin, Babile & Kebbabayah</u>	Target Supplementary Feeding Program (TSFP), SC, OTP, Community Mobilization, Training, Logistic Support & Mobile Clinic in 5 woredas	3683					
<u>Sekota and Ziguuala</u>	DRM material support to 4 Kebele committees.	40					
	Training for 4 WMT committees and Kebele government developmentagents.	52	1003.069				
	Training for Restocking, Farm oxen, Model farmers beneficiaries and Kebele gov't DAs.	128	1226.735				
	Training for 2 groups of IGA group members.	40					
	Support IGGs weekly Saving and discussions	40					
	Seed money cash injection for 2 groups of IGG members	40	6913.846				
	Support 2 groups of SHGs weekly Saving and discussions	40					
	Seed money cash injection for 2 groups of SHG members	40	2757.982				
ACF	Integrated Multi-Sectoral Approach to Improve the Resilience of Vulnerable Population	ECHO	Amhara	<u>Sekota and Ziguuala</u>	DRM material support to 1 Zonal and 2 Woredas Early warning and response offices	140	
					DRM material support to 14 Kebele committees.	119	759.3897
					Training for 8 WMT committees and Kebele government developmentagents.	332	5878.894
					14 kebeles Training for Restocking, Farm oxen, Model farmers' beneficiaries and Kebele gov't DAs.	160	
					Training for 8 groups of IGA group members.	160	
					Support8 groups of IGGs weekly Saving and discussions	160	
					Seed money cash injection for 8 groups of IGG members	160	21610.49
					Support 12 groups of SHGs weekly Saving and discussions	240	
					Seed money cash injection for 12 groups of SHG members	240	16547.89
					7500 bales of Grass/Forage provided	1280	1284271
DFN	Drought response in northern pastoral areas	DF	Afar	<u>Dalifage</u>			
				<u>Afar</u>	72 Mt food (Maize and Pulses) distributed	3000	141308.8
				<u>Gulina</u>	12.56 MT famix distributed 4 MT food oil distributed		
	Drought Needs						
	Emergency response to Drought Affected People	DF	Somali	<u>Shinile</u>	4 rounds of vaccination carried out for children	984	17709.65
					15 days Water Trucking carried out 2 Birkas rehabilitated		

ANNEX 4: LEGS TRAINING COURSES IN ETHIOPIA

Date	Location	For Region	Commissioning organisation
01/10/10	Hawassa	Oromia-Borana	Oxfam Canada, FAO, UN-OCHA
27/10/10	Addis Ababa	Addis Ababa	Trócaire/CAFOD/SCIAF
23/12/10	Dire Dawa	Somali	FAO
04/01/11	Guji zone	Oromia-Borana	Oxfam Canada and FAO
28/02/11	Awash	Afar	CARE
19/03/11	Awash	Afar	FARM Africa
05/04/11	Jinka	SNNPR	FAO
01/06/11	Kombolcha	Afar	FAO
18/06/11	Jijigga	Somali	Save US (PLI II)
20/06/11	Afar	Afar	Save UK/FAO
12/07/11	Dire Dawa	Somali	Save UK/Mercy Corps
20/09/11	Yabello	Oromia - Borana	FAO - Pastoral Field School Master Training
11/10/11	Yabello	Oromia - Borana	Save US
01/11/11	Hawassa	Oromia-Borana	CST
27/03/12	Awash	Afar	FARM Africa
21/04/12	Dire Dawa	Somali	FAO and Somali Region DRM-ATF
01/05/12	Negelle	Oromia - Borana	AFD
06/06/12	Addis Ababa	Addis Ababa	LEGS Project
01/10/12	Yabello	Oromia - Borana	Oxfam
24/12/12	Mekelle	Afar	VSF Germany
28/12/12	Semera	Afar	VSF Germany
18/03/13	Logia	Afar	SSA/Diakonie/APDA
21/03/13	Logia	Afar	SSA/Diakonie/APDA
15/04/13	Adama	Oromia - Borana	CST
07/11/13	Adama	Oromia - Borana	UNDP
11/11/13	Adama	Oromia - Borana	UNDP
23/01/14	Dolo Ado	Somali	Oxfam Intermon
05/03/15	Dire Dawa	Somali	Mercy Corps
04/09/15	Awash	Afar	CARE - PRIME Project
02/12/15	Dolo Ado	Somali	Oxfam Intermon

