



Development
Researchers'
Network

EUROPEAN COMMISSION

OAU/IBAR

PAN – AFRICAN PROGRAMME
FOR THE CONTROL OF
EPIZOOTIC DISEASES (PACE)

MID-TERM REVIEW

AGREEMENT NO 6125/REG



Headquarters

Via Ippolito Nievo 62
00153 Rome, Italy
Tel +39-06-581-6074
Fax +39-06-581-6390
mail@drn-network.com

Belgium office

DRAFT FINAL REPORT

EUROPEAN COMMISSION

OAU/IBAR

PAN – AFRICAN PROGRAMME FOR THE CONTROL
OF EPIZOOTIC DISEASES (PACE)

MID-TERM REVIEW

AGREEMENT NO 6125/REG

DRAFT FINAL REPORT

December 2002

LIST OF ACRONYMS

AU	African Union
CAHW	Community Animal Health Worker
CAPE	Community-based Animal Health and Participatory Epidemiology Unit
CBPP	Contagious Bovine Pleuropneumonia
EC	European Commission
EU	European Union
EDF	European Development Fund
FA	Financing Agreement
FAO	Food and Agriculture Organisation of the United Nations
FITCA	Farming In Tsetse Controlled Areas
IAEA	International Atomic Energy Agency
IBAR	Inter-African Bureau of Animal Resources
LF	Logical Framework
MTR	Mid term Review
NAO	National Authorising Officer (of the EDF)
NGO	Non-Governmental Organisation(s)
OAU	Organisation of African Unity
OIE	Office International des Epizooties (International Office for Epizootics)
PACE	Pan African Control of Epizootic Diseases
PARC	Pan African Rinderpest Campaign
PARC-VAC	Participatory Community-based Animal Health and Vaccination Project
PCM	Project Cycle Management
PSO	Private Sector Operator(s)
RAO	Regional Authorising Officer (of the EDF)
TA	Technical Assistance/Technical Assistant
ToR	Terms of Reference
WP&CE	Work Plan and Cost Estimate

Evaluation findings

The methodology used distinguishes five evaluation criteria, *relevance, efficiency, effectiveness, impact and sustainability*. A scoring system similar to that used by EU external monitors was used for summary evaluations of the 7 country programs. Results are not dissimilar from findings of the external monitors: a minority of country programmes is judged to perform adequately. With respect to individual criteria, relevance of the programs is generally positive but other criteria are more problematic.

The project is relevant for a majority of the countries concerned, in particular so for exporting countries. Considerable differences are noted with respect to the efficiency of implementation of country programmes. Lack of familiarity with procurement procedures and lengthy bureaucratic procedures contribute negatively to efficiency while Government commitment and availability of counterpart funding, together with the presence of a strong private sector have a positive effect. Efficiency for regional components has been good.

Effectiveness of country programs is of concern mainly because of lack of tangible progress along the OIE pathway which, however, is not the most appropriate indicator of effectiveness. Capacity building has received attention but needs more time to demonstrate effectiveness. At regional level effectiveness poses a major problem in that the final justification of the regional units resides in the success of the country programmes.

Good impact was observed from PARC (vaccination) and from community-based animal health projects but it is too early for PACE to have had any tangible impacts. The prime factor in ensuring sustainability is clearly the level of Government funding. This has increased over the last few years but there is little likelihood of Governments being able to assume full responsibility after the completion of PACE. Other donors, ADB in particular, are increasing their commitments to livestock and animal health however.

Conclusions & Recommendations

An obvious immediate conclusion, with the benefit of hindsight, is that the project should have included an inception period during which management procedures could have been designed and tested, vehicles procured and surveillance methods fine-tuned. A second obvious conclusion is that the agreed completion date, October 2004, is no longer realistic and needs to be extended if any results are to be achieved.

Before doing so, it is appropriate to ask whether it is worthwhile continuing. The answer is yes because, first, most of the countries have had only one or two years at less than full capacity and, second, it is reasonable to assume that whatever doubts exist about the final benefits, there will still be a need for some sort of disease intelligence system. The features of such a system are becoming clearer.

Terms of reference for the MTR suggested a number of possible causes for the relatively poor performance so far. These focus on administrative and financial procedures as well as inadequate organisation and management at regional level. Of concern also are the apparent lack of ability to take corrective action and continuing differences of view over the role and scope of PACE and the objectives to be achieved.

Management and coordination

Two management approaches were identified at project appraisal, a centralised and a decentralised

Policy and steering committees

There exists a need for Governments and donors to meet to discuss and coordinate policy issues more regularly than has been the case in the past 3 years and it is recommended that the EU take the initiative in convening meetings of the Policy Committee.

The existing AC has functions typical of that of a steering committee and should be (re)named as such. The composition of the committee needs to reflect this function. The AU, African Governments, ADB and donor agencies in particular would need to be represented in larger numbers, along with representatives of professional organisations. It is appropriate that the OIE continues to chair meetings.

Implementation

Implementation of recommendations made is subject to available budget and the limited remaining time. For country programmes to succeed it is necessary that sufficient time is allowed to operate the programme at more or less full capacity during a minimum period of 2 years. This has not been the case yet and the duration of country programmes needs to be extended. This will be possible without necessarily increasing budget allocations. The recommended new closing date is 31 December 2006.

Budgetary resources for the regional components and units are unlikely to be sufficient even up to October 2004, let alone 2006. The recommendation in this respect is that extension in time of the core units, that is coordination, data management and epidemiology, be given the highest priority. If necessary, this could be at the expense of already approved research and TA contracts.

Once agreement has been reached about recommendations for the remaining period of PACE and their implementation, it is important that this is reflected in an updated logical framework and corresponding budget and that existing logframes and budgets are retired. This needs to be formalised through the signing of an amendment to the Financing Agreement.

the external monitors was adopted for the MTR². The project itself has not operated a M&E system but has produced several progress reports using a variety of indicators.

The organisation of the report follows the outline prescribed by the EU for the preparation of evaluation reports (annex A.1). Separate annexes (annexes B) have been added to provide additional details on national programmes visited and on individual units. These annexes use the same basic format as that of the main report.

1.2 INSTITUTIONAL CONTEXT

PACE is hosted by the Inter-African Bureau of Animal Resources of the African Union (AU-IBAR). This Bureau was created by the African Rinderpest Conference of 1948 and established in Nairobi in 1951 as the Inter African Bureau of Epizootic Diseases (IBED). In 1964 it was integrated into the OAU as a specialised agency (ABAH). IBAR succeeded IBED and ABAH in 1970.

Under the OAU the objectives of IBAR were to:

- coordinate activities of member-states in the fields of animal health and production;
- collect, collate and disseminate information in all aspects of animal health and production;
- initiate, develop, and execute projects in the field of animal health and production; and liaise with the appropriate authorities of member states, regional groups, inter-governmental and international organisations;

The OUA was transformed into the African Union in 2001 and reorganisation of the AU and its specialised agencies has recently been initiated. A working group was established to review mandates and make recommendations about the future of IBAR and other specialised agencies of the former OAU. IBAR has been encouraged to take a pro-active role in defining the possible future of the institution; it has been emphasised that, in addition to animal health and livestock production, IBAR's mandate could be broadened to include marketing, trade and food security.

1.3 BACKGROUND OF PROJECT

The PACE programme is the successor of the earlier JP15 (1962-1976) and Pan African Rinderpest Campaign (PARC, 1986-1998) projects. The evaluation of PARC undertaken in 1996³ recommended continuation of the programme and various preparatory and formulation missions were undertaken during 1997 and 1998. This culminated in the formulation of PACE as documented in a Final Report dated October 1998⁴. The PACE Financing Agreement (FA) was signed on 5-7-99 (EU) and 30-8-99 (OAU-IBAR) respectively. Article 3 of the agreement defined the starting date of PACE as 31 October 1999 with completion fixed as 31 October 2004, the overall budget is € 72 million.

The separately-funded Community-based Animal Health and Participatory Epidemiology (CAPE) project is an integral part of PACE. The MoU was signed in December 2000 between DFID and OAU-

² The following monitoring reports were made available: Bénin, Congo B., Cote d'Ivoire, Gabon, Kenya, Niger, Rwanda, Somalia, Uganda, Tchad. Scores given are reproduced in annex B.5. Note that scores are subjective and may not be consistent between countries and monitors.

³ Final report issued in 1997: Renard, J-F. mars 1997. Mission d'évaluation globale de la campagne panafricaine contre la peste bovine. Rapport Définitif (sans annexes). Several national programmes have also been evaluated but reports have not been retrieved.

⁴ Report 1, J.F. & P. Blase, October 1998. Re-defining Mission for the Study of Rinderpest for the Pan African Campaign of

purpose of the MTR the basic reference used is the summary Logframe included in the FA. Additions and specifications included in the Machakos document were however adopted as complementary references and benchmarks.

National programmes have used standardised logical frameworks derived from the summary LF contained in the financing agreement.

1.4 ASSESSMENT OF PROGRESS MADE

Progress achieved under PACE is presented in a number of reports prepared for coordination meetings and meetings of the advisory committee. A summary of the most recent progress reports of national programmes shows the following⁷:

- 4 countries would complete 2 annual workplans by October 2002;
- 19 countries started in the first half of 2001 and would complete 1 ½ years;
- 3 countries had completed one full year;
- 4 countries were expected to start in the second half of 2002;
- 2 countries (Liberia, Sierra Leone) have not qualified.

As of October 2002, 26 countries had completed a total of 40 work-years, representing about 42% of the corresponding target and 25% of the overall, 5-year, target. Delays in the start-up of national programmes have averaged close to 2 years and countries visited invariably requested that the completion date of PACE be extended.

Detailed information on progress measured against annual targets and/or indicators in approved workplans is provided in respect of 27 indicators for each of 26 countries. The information is summarised in annex B.3. A total of 79 reports was received out of 121 due. The overall rate of progress is 35% with three countries (Ethiopia, Kenya, Senegal) scoring higher than 50%. Indicators with a score in excess of 50% are: investments realised, Rinderpest vaccination halted and Rinderpest surveillance in progress. The indicator 'good knowledge of EDF procedures' also scored higher than 50% but the number of countries reporting is relatively small.

Financial statements show that, as of September 2002, PACE had committed (but not yet spent) 96% of the indicative budget of € 19 mln. for regional components while commitments for national programmes, with an indicative budget of € 53 mln., amounted to about 50%. Total commitment was 62%.

Common Service units have produced a number of progress reports as well. These are summarised in the individual annexes.

⁷ PACE, septembre 2002. Etat d'avancement des composantes nationales du programme PACE, AU-IBAR. Note that the

2.2 EFFICIENCY

Efficiency of operations shows significant differences between countries and between components⁸. Countries are progressing at different speeds with three of the countries visited rated as very efficient, either because the operation relied on community-based workers and was coordinated by a consortium of NGO's (Southern Sudan) or because Governments showed strong commitment and provided timely and adequate funding (Ethiopia, Guinée C.). At the other extreme, two of the countries visited demonstrated unfamiliarity with standard procurement and administrative procedures. Time lost in procurement of vehicles and motorcycles (less than 50% achievement within period of workplans) and between approval of workplans and receipt of funds (average of 4,1 months in year 1 workplans) is considered excessive.

Individual units of the PACE programme also showed diverging efficiency. Communication and VLP units have not been able to use their (limited) resources efficiently, either because of disagreements about use of the budget or because resources were simply too limited to have much effect (privatisation in general and VLP unit). High efficiency, on the other hand, is observed on the part of the Economics and Coordination units who managed, with limited resources, to achieve a large volume and variety of outputs. These units match the efficiency of CAPE which benefited from a greater degree of autonomy and highly efficient financial and administrative procedures.

Efficiency of the PACE programme as a whole is considered problematic, the main reason being that national programmes have suffered an average delay of 2 years while regional components have used more than their allocated share of resources. Overhead costs, for the three-year period under consideration, approximate 100% which is excessive. At current rates of commitment, national programmes would be able to continue upto 2006 while the regional components would run out of funds towards the end of 2003. Most recent indications are that there may have been considerable underspending on outstanding commitments however. Timely availability of financial information is itself a problem, pointing to low efficiency of the financial management system and posing problems for monitoring and management in general.

2.3 EFFECTIVENESS

As observed in annex A4, the specific objectives (outcomes) included in the LF of the FA are more precise than those in the Machakos LF. The FA also includes indicators at the level of its' specific objectives. The emphasis is on increased capacity and on 'safeguarding of animal health against list A diseases'. Delivery and access to veterinary services is not explicitly mentioned at the level of specific objectives but it is assumed to be part of capacity building.

Capacity building

Increased capacity is specified to include technical and economic assessment of diseases and generation of control programs, both for the programme as a whole and for the national programmes. National capacity building through training of staff has been a major activity of PACE and, even if

⁸ Unfortunately, none of the countries visited was able to produce figures on unit costs of operations making it impossible to compare costs and determine cost-effectiveness (efficiency). Collection of such data was to have been the responsibility of the Financial Control unit (Renard & Blanc, op.cit. vol.2, p.26 and annex 1 of the FA, p.4) but was recently shifted to

considered endemic in large parts of Africa. Reliable data on the incidence of list A diseases is scarce however (but some can be obtained from the OIE Bulletin).

Progress along the OIE pathway is a major indicator of effectiveness for PACE as a whole and for thrust 3 in particular. Specific progress in this respect has been the preparation of OIE dossiers by 10 West African countries, due to be submitted by late November 2002. Because of the Meru outbreak of 2001, pathway progress has not been possible in East Africa. In fact, there is growing doubt as to the appropriateness of this indicator: first, at least two pathways can be distinguished – an ‘accelerated’ pathway and a slower, ‘direct entry’, pathway. The choice of pathway is left to individual countries. Second, it is not feasible to reach the end of the pathway and obtain certification of freedom of infection before the closing date of PACE of October 2004. The earliest possible date for West Africa is 2006 while for East Africa it is 2008. Direct entry would further postpone these dates to 2009 and 2011 respectively. Finally, resources available under PACE appear to be insufficient as well¹². Whatever the pathway, the key requirement for certification is the existence of an effective surveillance and information network. As noted before, progress in this respect has been slow; few of the networks are fully functional yet, their effectiveness needs to be demonstrated.

Effectiveness of other units

At the level of the Coordination and Common Services units, effectiveness, as expressed by the number of national programmes operating effective epidemio-surveillance networks, eradicating Rinderpest and controlling selected major epizootic diseases, is limited. More detailed assessments are found in the respective annexes.

2.4 IMPACTS

The stated final objective of PACE is to combat poverty among those involved in livestock farming by improving productivity. Food security is specifically mentioned in the Machakos LF as an additional final goal while international trade, although not explicitly mentioned in any of the LF’s, is frequently cited as justification for PACE activities as well.

Because PACE has only been operational for a short period of time little is known about impacts of PACE to date. The main sources of information currently available relate to impacts from the predecessor project, PARC, and from a series of participatory impact assessments initiated by CAPE¹³. The final evaluation of PARC estimated losses due to RP to have been reduced from about 200,000 heads of cattle per year between 1980 and 1985 to ‘several thousand at most’ at the end of PARC¹⁴. Anticipated economic benefits of PACE¹⁵ consist of reduced productivity losses attributed to RP (39%), cost of vaccination avoided (59%) and productivity gains resulting from improved access to veterinary services (2%). Direct beneficiaries would be livestock producers, consumers and those paying for the vaccinations.

At country level, PARC is generally considered to have had considerable positive impacts, to the extent, in one case, that livestock owners expressed concern over overpopulation of cattle. Increases in numbers of private veterinarians and CAHW’s are, at least in part, attributed to PARC and CAPE.

¹² Surprisingly, the financial cost of the pathway has yet to be calculated.

¹³ A good review of impact studies was commissioned by CAPE: Delia, Grace. Evaluating CAHW Programmes - Literature Review, Soroti workshop, 2001.

An underlying reason for reluctance on the part of Governments to finance surveillance networks is a (perceived) lack of tangible immediate benefits. Rinderpest has not been seen in many countries for well over a decade or more and epidemio-surveillance systems in these countries do not visibly contribute to solving current animal health problems. Surveillance may thus acquire the image of an instrument that has outlived its initial purpose of Rinderpest eradication and lose support from interested parties. The effort to build epidemio-surveillance capacities in countries from which Rinderpest has been eradicated almost a decade ago therefore has low priority for Government financing. This issue can be addressed by building systems that will answer more immediate specific needs such as the creation of disease-free export zones.

With respect to private veterinary services, the situation varies according to the commitment of each Government. Countries where the privatisation process is going on smoothly and where the Government is actively supporting veterinary sector restructuring through legal review and funds allocation are most likely to consolidate their achievements. In countries where the privatisation process is still "green" and the Government is not keen to review and complete the veterinary legal framework in order to improve the services offered to livestock keepers, it is unrealistic to expect that the privatisation process will be completed and that a "business climate" favourable to livestock owners will be created. Unfortunately, this is the case of most of PACE countries. The model based on CAHW's is also difficult to sustain without external aid. It relies on the intervention of NGOs in the field to coordinate, motivate and supervise CAHW's in pastoral areas. Once NGOs projects stops, the system of community based animal health services is seriously endangered. CAHW's, moreover, are required to work under the supervision and coordination of an animal health professional, possibly a private veterinarian, which seems difficult in pastoral areas where private vets are not keen to establish their business.

At regional level, the main legacy of PACE will be the Pan-African network to coordinate national surveillance networks. Prospects for the survival of this network, which is still in its pilot phase, are uncertain and depend, in part, on the future of IBAR, currently under review by a working group from the AU. Neither PACE nor IBAR itself have formulated proposals for the future of IBAR yet nor have any 'exit' strategies been drafted. These issues are addressed in the next chapter.

organisational structure for IBAR. As part of its contribution to the institutional strengthening of IBAR, it is recommended that PACE and CAPE make available resources to access external and mutually acceptable expertise to assist with this exercise.

A comparable situation exists with respect to PANVAC. Here too PACE should offer solutions but decisions need to be taken by the Ethiopian Government and the AU before PACE assistance can be effective.

3.2 ADMINISTRATIVE AND FINANCIAL PROCEDURES

Although several countries had their programmes prepared well before the starting date of PACE (vol.4 of the PACE final report of October 1998 includes 5 country programmes ready for implementation), actual implementation of country programmes did not start until October 2000 (Senegal, Ethiopia, Guinée and Rwanda). Reasons for the late start of country programmes and for the subsequent delays include, inter alia, the system of planning and coordination, difficulties with procurement and imprest account/cash flow problems.

3.2.1 *Planning and coordination*

Two approaches were initially identified for the management of PACE, a centralised and a decentralised method with the final choice in favour of a centralised method¹⁷. This marked a radical departure from PARC which used a much more decentralised approach in which national programmes enjoyed a far greater degree of autonomy. The centralised approach adopted by PACE includes detailed scrutiny and 'consolidation' of individual work plans into standardised formats and presentation of 'batches' of work plans to the Advisory Committee before approval and signature by EU, RAO and national authorities. The costs of this 'central planning' approach towards the implementation of PACE have been high: delays at the start of national programmes, an increase in the share of overhead costs as well as a work overload at regional level, for the CU's as well as for the lead delegation. Advantages are that a common approach is developed towards control/eradication of epidemic diseases and that country performance can be compared. Other expected advantages were that 'disbursement would be accelerated, inactive funds reduced and analytical work by the financial unit facilitated' (annex 18, p.8). However, as is evident from the experience of PACE so far these advantages may not materialise within the two years of PACE remaining. In fact, there is a mismatch between the approach adopted and the duration of PACE. The change of approach necessitated a relatively long period for design and start-up of procedures and an inception period should have been included to test mechanisms and procedures.

Even if the remaining period of PACE is short, it may still be desirable to make a certain number of modifications. Several possibilities exist. First, the CU could restrict itself to scrutiny of core elements in the plans (essentially surveillance and cross-border coordination) and leave it to the delegations to scrutinise other components. Better still, and more in line with the alternative approach identified in the formulation document of 1998, involvement of the CU could be further reduced by allowing the CU only an overall veto of the whole work plan rather than unrestricted line item vetos. Biannual workplans, as originally intended, could replace annual plans. Finally, the whole process of prior approval may be decentralised to national delegations. This would leave the CU more time to concentrate on core business such as cross-border meetings, capacity building, monitoring, etc.

program to design an objective, performance-related, system of bonus payments. Implementation is likely to be too cumbersome however and the scheme may well be unworkable. The MTR has not been able to exhaustively examine this issue which, it is recommended, should be left to individual countries and delegations to decide, the aim being to conform, as much as possible, to best existing local practices.

With respect to surveillance networks, experience so far has been that exporting countries with an active Government making adequate allocations from its own budget towards recurrent costs together with an active role of the private sector have been able to create and operate more comprehensive and active disease information systems. Participatory epidemiology also makes a positive contribution. Such experiences should be shared with others. Decisions regarding the application of OIE guidelines on veterinary services depend on the interest of Governments in regional or international livestock trading, good quality services being a prerequisite for livestock marketing and export in particular. For PACE it is important to continue to accompany the (re)organisation process by making available expertise on legislation and regulation and on implementation of the guidelines at the request of individual countries. Indeed, PACE should continue and expand its advisory work, pursuing: i) the adoption of a national livestock policy; ii) the improvement and harmonisation of animal health legislation; and iii) the adequate (re)structuring of the animal health manpower. To further speed up the process, it is suggested to encourage 'twinning' arrangements and facilitate contacts between veterinary boards and veterinary associations in PACE countries with those in EU member states. These contacts can be useful in respect of conduct and ethics, management practice and for enhancing the potentialities of vet associations and professional boards. In case funds are available – own funds or through donors funding- exchange visits and study tours can be organised, to be facilitated by PACE.

Last, it is also recommended to use the potential capabilities available in national programmes for sharing experiences and best practices among PACE countries. Some countries such as Guinée are an example of good interpretation and implementation of the PACE project, especially regarding privatisation.

3.3.2 *Coordination, capacity building and communication*

The PCU provides leadership to the PACE Programme. The unit supervises and coordinates planning and reporting of the service units and national programmes, and also provides administrative and logistical support. The PCU consists of three persons only and with the current centralised system of planning and coordination is overwhelmed with work, further exacerbated by the fact that IBAR is understaffed. Unsuitable working conditions caused by a serious shortage of office space further aggravate the situation. Consequently, some issues of management are inadequately addressed, staff morale is low and there is a lack of 'team spirit'. The TAs identify more with their parent organisations than with PACE. Collaboration among the service units is poor, individual units implement their work programmes as stand-alone activities, presenting an overall impression of mild anarchy.

Factors other than workload and lack of office space include inconsistent grading of staff and lack of confidence in the organisation and in its' personnel policies in particular. Several staff members of PACE signed contracts before moving to Nairobi but, on arrival in Nairobi were asked to sign a revised contract with a considerably lower level of remuneration than that offered in the initial contract. Returning back to their home countries was no longer feasible and staff felt obliged to sign the revised contracts. In addition, there exist anomalies between responsibilities and grading of

3.3.4 *CAPE and VLPU*

CAPE and VLPU are the units responsible for improving delivery and access to veterinary services. The CAPE project was designed to complement PACE and VLPU but implementation of this complementarily as defined in the project agreements has been problematic and there is scope for activities and outputs of CAPE to be further integrated.

Although the PACE coordinator acknowledges that CAPE always communicates with him through reports and e-mails, the problem has been that CAPE overlooks the coordinator in the planning of some major activities undertaken by the unit. The MTR recommends that the PCU and the CAPE team come up with a work plan indicating how CAPE activities and outputs are integrated into the national work plans. This can be based on the Somalia programme where CAPE is totally integrated at both the organigram and workplan level. By January 31st, this workplan should be presented to the Director who will oversee the integration process.

It was also anticipated that CAPE would work in close collaboration with the VLP unit in the development of privatisation schemes and animal health policies/legislation appropriate for pastoral areas. Due to differences in philosophies and approach by the two units, there is lack of communication. Some activities are duplicated and there is no common planning even if the expected results are the same.

The organisation of veterinary services including privatisation, strengthening of the relevant ministries and the role of CAHW's represent issues to be solved through different approaches, to be decided by the countries concerned. In this respect, the work of CAPE and VPLU would be more usefully coordinated on a geographical basis. In addition, as emphasised in the VPLU work plan, due to the small size of the unit, activities could focus on representative countries in different geographic regions. The VPLU could focus its attention on those countries that are ahead with the reorganisation of veterinary services but that are facing some constraints –i.e. some of the West African countries- and those countries where a process of development and improvement of veterinary services was started already (i.e. Uganda). CAPE, on the other hand, would continue assisting countries in Eastern Africa, coordinating its effort more closely with the VPLU.

Considering finally the slow pace of improvements in the delivery of veterinary services as well as the fact that most of the countries are still in their first or second year of project implementation, the prospect of the VLP unit in Nairobi phasing out after 3 years, viz. mid-2003, is worrying. New resources need to be identified to continue some of the activities and it is recommended that PACE country programmes as well as NIP's be requested to mobilise resources needed at country level.

3.3.5 *Monitoring*

The coordination and epidemiology units have recently taken up internal monitoring while external monitoring was initiated through the Brussels-based ACP monitoring team which, so far, monitored 12 country programmes. These are initial efforts which need to be continued and sustained. For the coordination and epidemiology units the immediate requirement is to agree on a final set of core indicators. Their number should not exceed, say, 10 monitorable indicators focussing on output and effectiveness rather than on progress or 'degree of functionality'. More time and effort will need to be allocated within the units to monitoring activities. Funds budgeted for the AC for purposes of M&E could well be (re)allocated to monitoring by the coordination and epidemiology units however.

comparative advantage and avoid pitfalls such as unnecessary training or design of 'incentive' measures.

With regard to the objective of 'safeguarding of animal health', the project has been a prisoner of its own past in that too much attention has been given to a single indicator, viz. 'progress along the OIE Rinderpest pathway'. This needs to be replaced by a more general formulation relating to reductions in outbreaks of list A diseases, as initially intended. Individual countries will emphasise different diseases and be free to choose what pathway to follow. The logical framework can be simplified by deleting result 3 (thrusts 3 and 4).

To improve sustainability of PACE-initiated activities it will be critical to continue to experiment with and apply various alternatives for surveillance and control. Private sector participation is crucial in this respect and it may be worthwhile considering how to stimulate private sector participation in surveillance.

Impact of PACE may be greatly enhanced if control strategies can be applied. A first step in this respect is the formulation of project proposals for funding, whether by donors on a grant basis or by funding agencies such as the ADB on a soft-loan basis. Commercial funding of specific investments is a possibility as well and it is recommended that PACE consider funding of feasibility studies and project formulation efforts as spin-offs of the main PACE programme.

Whatever future funding may become available, PACE must not be viewed as a permanent feature. It must formulate exit strategies.

3.5 IMPLEMENTATION ASPECTS

Implementation of recommendations made is subject to available budget and the limited remaining time.

The official closing date of PACE is October 2004, less than two years away. For the country programmes to succeed it is necessary that sufficient time is available to operate the programme at more or less full capacity. So far, this has not been the case but late start and non-availability of transport facilities are largely to blame. Country programmes must thus be extended, without necessarily increasing budget allocations. In this respect the recommendation is to extend national programmes by at least two years. The recommended closing date is 31 December 2006. During this period, 'drawing rights' of individual countries should be respected¹⁸ but country programmes which are not performing may be closed and funds reallocated to countries running short of funds before 31.12.2006.

Budgetary resources for the coordination and common service units are unlikely to be sufficient even up to October 2004, let alone 2006. The main recommendation in this respect is that extension in time of the core units, that is coordination, data management and epidemiology, be given the highest priority. If need be this could be at the expense of already approved research and TA contracts.

¹⁸ Allocations to individual countries have become (confusingly) known as 'drawing rights' and proposals have been drafted aiming to modify allocations to individual countries. However, the formula used for calculating the original

LIST OF ANNEXES

A. Prescribed Annexes

- A.1 THE TERMS OF REFERENCE OF THE EVALUATION
- A.2 THE NAMES OF THE EVALUATORS AND THEIR COMPANIES (CVs SHOULD BE SHOWN, BUT SUMMARISED AND LIMITED TO ONE PAGE PER PERSON)
- A.3 METHODOLOGY APPLIED FOR THE STUDY (TERMINOLOGY, PHASES, METHODS OF DATA COLLECTION, SAMPLING).
- A.4 LOGICAL FRAMEWORK MATRICES/ORGANIGRAMMES (ORIGINAL AND IMPROVED/UPDATED).
- A.5 MAPS OF PROJECT AREAS
- A.6 LIST OF PERSONS/ORGANISATIONS CONSULTED
- A.7 LITERATURE AND DOCUMENTATION CONSULTED
- A.8 CROSS-CUTTING THEMES: GENDER, ENVIRONMENT, POVERTY, DONOR COORDINATION
- A.9 DAC SUMMARY.

B. Special Annexes

- B.1 INSTITUTIONAL CONTEXT IBAR
- B.2 SUMMARY OF CAPE MTR
- B.3 SUMMARY OF PROGRESS OF NATIONAL PROGRAMMES AS OF 30.8.2002
- B.4 RANKING OF UNITS
 - REVIEWS OF INDIVIDUAL UNITS:
 - EPIDEMIOLOGY, DMU & WILDLIFE
 - MANAGEMENT & COORDINATION
 - COMMUNICATION
 - CAPE
 - ECONOMICS
 - VPLU
 - PANVAC, VET SCHOOLS AND RESEARCH
- B.5 REVIEWS OF COUNTRY PROGRAMS VISITED BY MTR TEAM
 - SUMMARY OF SCORES: MTR & EU MONITORS
 - KENYA
 - SOUTH SUDAN
 - GHANA
 - ETHIOPIA
 - TCHAD
 - GUINÉE C.
 - MALI

A more detailed description of the programme are presented in annex A. The programme includes national operations planned and implemented in each country and also sub-regional and regional support and coordination components.

The PACE programme covers 32 sub-Saharan Africa countries. The national projects are 'consolidated' in a regional Work programme signed by the RAO and endorsed by the lead delegation every 6 months in batches. In November 2001, almost all PACE country projects have their first or second annual work programmes approved, and have consequently started implementation (Annex B). Exceptions relate to countries where EU development cooperation is suspended, and to Northern Sudan where implementation is linked to the recruitment of technical assistants for the PACE national programmes, which is not yet conducted. The Coordination Unit has prepared a manual of procedures for the management of the National projects early 2000.

PACE is coordinated by the Inter-African Bureau for Animal Resources (IBAR) of the Organisation of African Unity (OAU/IBAR), where Common services are also set. The organisational chart of the programme include a Programme Coordination Unit (PCU) in Nairobi and two Regional Coordination Units, in Bamako for West and Central Africa and Nairobi for Eastern Africa. Regional co-ordinations aim at minimising duplication of effort and at harmonising the different national activities within the PACE programme. In December 2000, this structure was fully staffed. Several changes in Technical assistance have occurred, including the main Technical assistant to the Programme.

A backstopping mission to the management of the PACE Coordination unit has been undertaken in December 2001. The backstopping mission made recommendations to improve the efficiency between the Coordination Unit and the regional co-ordination units, the Common Technical Services, the Regional Authorising Officer and the Lead EC Delegation.

4. ISSUES TO BE STUDIED

The evaluation will review the whole PACE programme. It will therefore analyse a sample of country projects, the support given to, and coordination of these country projects, the activities pertaining to OAU/IBAR, and the activities implemented by other parties.

The mission will use the European Commission's Project Cycle Management (PCM) Integrated Approach and Logical Framework method to analyse the progress in implementation of the programme. In order to fulfil the objectives of the review, the following issues will be given a particular attention by the team:

Project preparation and design.

- Review the project design phase (in particular the process which led to the PACE program), and assess the management and impact of the transition phase PARC-PACE.
- The evaluation will include a judgement on whether the major project components were correctly chosen priorities, and whether any other needs were omitted. It will evaluate whether the inputs proposed were appropriate to meet the various objectives. In particular the management and financial structures for planning, implementing and monitoring the various projects.
- Review the overall PACE programme design; a particular attention will be given to the central role played by the OAU/IBAR.
- Review the rationale underlying the design of PACE as a regional program. This may entail an assessment of the social, institutional and economic environment of the programme.
- Review the financial design of the financing agreement;
- The complementarities and coherence between the EDF funded activities and the other donors funding directly related to PACE will be assessed; the way that CAPE (DFID) logic nests and operates within PACE will be given a particular attention

- Review the planned and/or established Monitoring and evaluation mechanisms (both for regional activities and country projects); as well as the timeliness and adequacy of project reporting. The reviewers will discuss the indicators used to assess the degree of achievement.
- Review the contribution and role of the Advisory Committee and Policy Committee to PACE.

The team will also re-evaluate the appropriateness of the existing organisation, management systems and reporting channels of PACE in the light of experience gained in the first two years, with proposal of improvement if necessary. The evaluation team to this effect will rely as much as possible on the recommendations and the findings of the backstopping mission to the management of the PACE co-ordination Unit. The following issues will in particular be assessed:

- Institutional capacity of OAU/IBAR to coordinate the PACE programme (including assessment if coordination role conflicts with regional authorising functions). The possibility that the PACE Co-ordinations for West and central Africa and for Eastern Africa be made more independent will be reviewed.
- The support provided by technical assistance
- Mechanism to assess project staff performance,
- Mechanisms to coordinate various donors inputs; is the PACE project management given the necessary tools and skills to run a multi donor funded project?
- Other existing or potential management constraints and bottlenecks to effective and efficient implementation of the programme and recommendation for their correction.

5. EXPECTED IMPACT AND SUSTAINABILITY

- Assess whether the specific objectives are likely to be achieved, and if not identify the reasons impeding the achievements and measures to address them.
- Review the problems to be resolved which are being addressed, and eventually review problems that have emerged out of the first two years of implementation. They will indicate activities to be fostered in that respect..
- Assess the expected impact of the project at the Institutional level on the one hand, and for farmers on the other hand
- Review the measures aimed at ensuring the sustainability of the results of PACE at the national level. Among the accompanying measures listed in the financing agreement, the issue of the progressive contribution to the running costs of the epidemiological surveillance networks will be give a particular attention. This will include a review of the risks and flexibility for PACE.
- Review the sustainability of the results directly affecting OAU/IBAR. A particular attention will be paid to the future of OAU/IBAR within the OAU structure, and the related staffing capacities.
- Assess the support given to external structures (PANVAC, OIE regional Office for Africa) and their future strategies.

6. CONCLUSIONS AND RECOMMENDATIONS

The conclusions shall cover all the important aspects requiring action that the team has identified. The conclusions may take into consideration aspects concerning other projects closely linked to PACE. The conclusions should lead to the recommendations.

Considering the findings of the review, and in particular the answers to the points raised above, recommendations for the future of PACE will be presented. Recommendations shall be made for improving the current activities. The recommendations may also entail a review of the logical framework, any modification to the project timeframe, and financial allocations (including for technical assistance and among countries). The implications for a possible review of the financing agreement will be discussed and a draft proposed if the case be.

The consultant in his offer shall designate the team leader. The consultant may also propose additional team members to increase the disciplinary fields covered. A proven experience in the management of regional projects by one of the team members at least will be required. Knowledge of EDF procedures by some team members is required.

Reporting

inception report

The inception report will be regarded as a working document and its format must reflect this requirement. It should be a maximum of 10 pages. The report will be based on a dossier comprising financing proposals, financing Agreement, various Work programmes and reports as well as preliminary discussions with the Regional Authorising Officer, the EC Lead Delegation in Nairobi, Staff of the IBAR Office, the PCU, the Office of the Regional Co-ordinations and other key project personnel met.

aide memoire

An aide memoire will be presented to a workshop at the end of the field work. It will include a concise self contained summary with major conclusions and corresponding recommendations clearly listed.

Main report

The final report should follow as closely as possible the format of evaluation reports (Annex C). The report of the MTR will include: (a) a concise, self-contained executive summary of four pages with recommendations, (b) a main report of a maximum of 75 pages, (c) annexes, (d) a list of content, (e) a list of all the used acronyms, (e) maps.

Twenty (20) copies (2 to the RAO, 11 to the PACE Coordinator, and 7 to the CEC) of the draft final report will be presented. The main text of the draft report should be in English with the executive summary in French and English (4 pages each).

Forty-five (45) copies (2 to the RAO, 15 to the PACE Coordinator, and 30 to the CEC) of the final report will be submitted. The main text of final report will be presented in English and French (20 and 25 copies respectively). Appendices may be presented in any of the two languages.

8. TIME SCHEDULE

The fieldwork of the experts will be carried out before the end of July 2002.

The draft final report must be submitted within 4 weeks after completion of the fieldwork. The final report will be presented within 4 weeks of receipt of written comments from the client and other interested parties. Such comments must be submitted to the consultants 40 days after the presentation of a draft final report, by either the RAO, the Commission or the PACE project. If no comments are received the contractor resubmits the draft final report as a final report.

Creating a system to protect animal health will remove these constraints and will redound on the development of all production systems and stock farmers' incomes. Health security therefore seems to be a prior condition for any programme or project aimed at intensifying production.

One of the most dangerous epizootic diseases is rinderpest, which now only exists in four or five East African countries. Its eradication, which on the basis of past experience is the only sustainable option, is technically possible and complies with the rules laid down by the IOE and that the PACE programme intends to follow.

The PACE programme will therefore build on the very positive achievements of the PARC programme, which has been co-financed by the Commission for several years. These achievements, confirmed by an independent evaluation in 1996-97, offer a firm basis for eradicating rinderpest from Africa and controlling other major diseases.

Beneficiaries and parties involved

The first group of beneficiaries will be stock farmers and herdsmen, whose wives are usually responsible for milk and small livestock production but who also traditionally own animals in their own right. The second target group is animal health professionals, many of whom are already involved in a general process of privatisation. Finally consumers and the national economies will also benefit from the programme as a result of the expected increase in production and enhanced trade and food security.

Problems to be addressed

The problem to be addressed is the precariousness of animal health in Africa. This is a limiting factor on animal productivity, stock breeders' incomes, the expansion of private investment in the sector and the development of interregional or international trade in livestock products. The main constraints that cause health insecurity are connected with the poor performance of the public services responsible for the surveillance of diseases, and the difficulty of assessing the impact of major epizootics, including the persistent threat of rinderpest.

To eradicate rinderpest from the African continent, the countries concerned must follow the procedure laid down by the IOE: a halt to vaccinations, active research into the disease and the establishment of an epidemiological surveillance network. Compared with the costs involved in this procedure, the cost of establishing the epidemiological situation of the other major diseases and their surveillance is minimal. Nevertheless, they will be dealt with under specific programmes that will be evaluated according to the expected economic impact. These will mainly be long-term operations that are consequently only feasible with the support of the producers themselves via a full cost recovery system. Experience has shown that the private sector is the most effective in this area even if the process of privatising veterinary medicine is still incomplete. In any case, the underlying principles have been widely accepted.

Other interventions

The programme will draw on the achievements of the PARC programme (since 1986) and also the EC-financed wildlife veterinary project (1998-2000), the vaccine certification project organised by the FAO with EC/Japan financing and the project to train community animal (1996-1999) financed by the USAID and DFID.

It will also build on other schemes to reorganise national administrative departments, like the agricultural sector investment programmes (ASIP) which have started in several countries, for example Kenya.

Another EC programme currently in the pipeline pursues similar objectives in the SADC area and could be incorporated in the whole system. The EC is also going to conduct studies in East Africa for a

These are common services that will support the implementation of activities at national level. They will be based in the IBAR's offices in Kenya and in the Regional Co-ordination Units and will include:

An epidemiology unit that will be the heart of the programme. **It will include a service with special responsibility for epidemiological monitoring of wildlife.** Three sub-units dealing with the rinderpest situation will be set:

one in Nairobi for the area where rinderpest is still endemic; one in Bamako for the countries of West and Central Africa that have ceased anti-rinderpest vaccinations and begun the IOE procedure; one in N'djamena responsible for monitoring the western sanitary cordon which protects West Africa against possible re-infection from East Africa.

- A communications unit based in Nairobi with a sub-office in Bamako, which will build up national expertise in this field. At the request of the other technical units it will produce advisory back-up material at central level, it will promote the programme and help to supplement the veterinary schools curriculum.
- A socio-economics unit will be responsible for developing appropriate instruments for socio-economic evaluation of diseases and devising projects for their control. These will then be transferred to the sub-regional and national levels.
- A unit to back up the organisation of the veterinary services (privatisation and use of husbandry auxiliaries). It will be responsible for the legal aspects of the privatisation process, harmonisation of approaches and negotiations with financial intermediaries, and also promoting the participation of husbandry auxiliaries ("paravets" and community-based animal health workers) in vaccination campaigns in remote or unsafe areas, under the supervision of veterinary doctors. Auxiliaries will also take part in improving the distribution of veterinary products and services in the more arid regions, and more generally in the process of privatising veterinary medicine. This aspect will be carried out in conjunction with other donors such as the DFID.
- A financial unit responsible for establishing real time analytical accounts for the financial control of the programme, accurately estimating the costs of activities to control diseases, and carrying out internal audits at regular intervals.
- Other common services including:
 - i) a data processing and analysis unit, ii) a follow-up/evaluation structure, iii) a policy and strategy committee for the programme, iv) support for veterinary schools to alter their curriculum.
- **The programme will also support the PANVAC (OAU centre for the quality certification of vaccines)** and will commission scientific research institutions according to the needs identified, in particular for work on CBPP.

ASSUMPTIONS

These are listed in the logical framework but primarily depend on the willingness of the OAU and its member states to invest in the development of livestock farming and to support the strategic choices of the PACE programme, as reaffirmed at the Mbabane meeting in August 1997. A propitious world market scenario and climatic and political stability are basic assumptions.

In each country, even if resources are limited, one of the core functions of the Ministries currently undergoing restructuring is to run health surveillance systems, and these will consequently be financed by the national budget. Where necessary, economic and financial mechanisms could be devised in order to generate the necessary resources, depending on the specific features of each country concerned. How activities develop in the countries in crisis will depend on the political and security situation.

IMPLEMENTATION

Physical and non-physical means

The programme will provide the operational means: technical assistance, vehicles and office, laboratory

Table 1: Indicative breakdown by project component**(EUR thousand)**

Items	EUR	%
1. National components:	48000	67%
Campaign against rinderpest	14900	
Strengthening veterinary services and epidemiological capacity	24500	
Support for privatisation	8600	
2. Regional components:	17000	24%
Epidemiology	5400	
Communications	1800	
Socio-economics	540	
Support for privatisation	540	
Community animal health workers	450	
Financial monitoring	950	
Other: Data processing	360	
PANVAC	900	
Research	1300	
Advisory Committee	270	
Other monitoring	180	
Veterinary schools	270	
Monitoring and evaluation (including environmental monitoring)	800	
Co-ordination	3240	
Contingencies	7000	9%
TOTAL	72000	100%

Special conditions and accompanying measures

Various important conditions need to be met by the participating countries: undertaking to embark on and follow the OIE pathway for the eradication of rinderpest, continuation of the process of privatising veterinary medicine and full cost recovery, assumption of recurrent costs for the epidemiological surveillance networks.

All these principles are already recognised and approved by the participating states. The IBAR will use political dialogue to support the necessary reforms, as during the PARC programme.

As regards the IBAR itself, before the end of the programme the OAU will have to find the means of maintaining the essential personnel for the epidemiology and socio-economics part of animal health (4 officials) to ensure the sustainability of this Centre of Excellence.

MONITORING AND EVALUATION

Monitoring indicators

Objectively verifiable monitoring indicators are included in the logical frameworks for each of the programme's objectives and expected results. Monitoring and regular internal evaluations of the programme will be the key asks of the Regional and Sub-regional Coordination Units. The approach adopted will be based on participatory monitoring and evaluation in each country. The overall effectiveness of PACE will be measured in terms of the development of epizootic diseases, documented by the OIE, the number and results of samples and also the improved effectiveness of husbandry services.

Reviews/evaluations

Every six months the Advisory Committee, will review planned activities and technical and financial results. It will also be able to organise specific independent evaluations where necessary.

There will be an annual external financial audit. It will be supplemented by technical audits carried out either by the European Commission or by consultants recruited for this purpose. If the final discharge of the audit is positive, activities will continue as planned. If it is not, there will be consultations between the partners and the Commission before any resumption of activities.

Independent evaluations will be carried out at the end of the second year of the programme and six months before it ends.

As the project is based on a system of "drawing rights" on indicative allocations, if one of the programme partners makes insufficient, slow or inappropriate use of national or regional funds, the OAU/IBAR, in conjunction with the EC, may modify or cancel some of the cost heading or geographical allocations.

Similarly, during implementation of the project, the Commission departments responsible for technical monitoring of the programme may, if necessary, send adjusted technical guideline documents to the IBAR.

- **Karl Kaiser** is an Agricultural economist with 26 years of international experience in planning and evaluation of agricultural extension services and training programmes. Over the course of the years Dr Kaiser has acquired an excellent understanding of all institutional aspects related to the implementation of public and private extension systems for rural development. He has also an in-depth knowledge of strategy development for sustainable natural resources management ; integrated rural/community development planning; development of self-help organisations.
- **Andrea Massarelli** is a veterinarian with more than 15 years of experience in the domains of: livestock keeping and feeding, animal health and diseases control, animal production and processing of animal products. Intensive farm management and rural extension and training. Key qualifications include: (i) sound practical experience of rural extension and training techniques; (ii) extensive experience in the design, monitoring and evaluation of projects; (iii) excellent knowledge and implementation of logical framework, SWOT, ZOPP and problems/objective tree analysis tools/approaches; (iv) good knowledge of EC rules and procedures; (v) strong interpersonal skills and cooperative attitude, and effective communication skills.

Curricula of proposed experts

The following paragraphs present the curricula of the proposed experts.

12. Specific experience in the region:

Date from - Date to	Country
2001-2002	Ethiopia
2001-2002	Burkina Faso
2001, 1999	Tanzania
2001	Eritrea
2001	Tanzania
2000	Senegal
1998, 1997	Ethiopia
1997	Uganda
1997	Nigeria
1990-1998	Somaliland, Sudan, Chad, Ethiopia, Central African Republic
1980-1983	Ethiopia
1975-1980	Kenya, Nigeria, Ethiopia, Sudan, Somalia

13. Professional experience

Date from - to	Location	Company	Position	Description
1988-date	Netherlands-based with frequent missions to Africa, Eastern Europe, Asia	Netherlands Economic Institute (NEI B.V.)	Senior Economist	Sector reviews, feasibility studies, M & E
11.01-02.02	Ethiopia and Burkina Faso	DGIS, Neth. Ministry of Foreign Affairs).	Senior Economist	Thematic Evaluations of Integrated Rural Development Programmes.
08. 2001	Eritrea	EU	Senior Economist	Formulation of macro-economic and balance of payments support programme.
06-07 2001	Tanzania	Danida	Team Leader	Formulation of Strategy and Business plan for veterinary services, Southern Highland zone.
9-10 2000	Senegal	ILO	Team Leader	Design of Employment-Intensive Programme.
04.-09. 2000	Yemen	Yemen Social Fund for Development	Team Leader	Design and testing of impact evaluation system.
05.99-08.99	Tanzania	Danida	Team Leader	Livestock Sector review and formulation of Danida livestock sub-sector support programme.

Date from - to	Location	Company	Position	Description
1975-1980 (several contracts)	Kenya, Nigeria, Ethiopia, Sudan, Somalia	International Livestock Centre for Africa (ILCA); FAO, ILO	Research Economist	i) livestock economist: design of smallstock system research programme in humid zone; monitoring of Kenya livestock development programme; research on changes in land with introduction of tse-tse control (ILCA; FAO) ii) in-charge of research programme on rural development and poverty alleviation. Economic and Social Research Council, Sudan
1973 1975	Geneva, Switzerland	ILO, Employment and Development Department	Staff Member, Comprehensive Employment Policies Branch	Backstopping of technical assistance projects, organisation of country-wide employment strategy reviews in Sri Lanka, Philippines, Sudan and Egypt, participation in Sudan Comprehensive Employment Strategy Mission.
1970 1973	Addis Ababa Ethiopia	ILO/Government of Ethiopia	Associate expert, employment and manpower planning	Organisation and implementation of household and establishment surveys for the collection of manpower, labour and employment statistics. Analysis and elaboration of policies and programmes

14. Other activities (publications, etc.)

- responsible for setting-up of first monitoring programme of Kenya National Livestock Development Programme
- numerous project-level evaluations (ex ante, interim, completion, ex-post) in fields of agriculture, livestock, natural resources and poverty reduction: area-based development, irrigation, drainage, watershed development, soil conservation, forestry, etc. in various countries in Africa, Middle East, Asia, etc.

13. Professional experience

Date from - to	Location	Company	Position	Description
2000–2001	Tanzania	World Bank	Livestock Specialist	Tanzania Livestock Sector Appraisal. Project design evaluation. Areas included: production of milk from “traditional” cattle; health risks from “traditionally” produced milk; Hygiene Management Advise.
1997–1998	Tanzania	EC	Veterinarian	EU Tanzania Livestock Development (PARC) Project: management of Tanzania PARC project, (rinderpest sero-epidemiology); design of follow-up of the project; rinderpest vaccinations under private mandate.
1992–1997	Tanzania	EC	Veterinarian	EU Tanzania Livestock Development (PARC) Project. Main activities included: national rinderpest control eradication programme; sero-epidemiology in wildlife and livestock; focus on rinderpest control in pastoral (Maasai) livestock; design and support of Maasai Community based Animal health Programmes; reform measures for TZ livestock and veterinary gvt services (privatisation, cost recovery of CBPP vaccinations, rinderpest vaccinations under private mandate).
1990–1992	Uganda	EC	Veterinarian	EU Pan African Rinderpest Campaign Programme (PARC). Main activities included: -vaccination campaigns; -reforms in government livestock and veterinarian services; -cost recovery introduction for CBPP vaccination; -technical assistance for the community based Animal Health Programmes in Karamoja, Northern Uganda
1987–1990	Niger	USAID	Epidemiologist	“Niger Integrated livestock Project”. Main responsibilities included: -epidemiological surveys for diseases of drought resistant livestock; -development of thermostable rinderpest vaccine and similar vaccines against camalox and ppr; -monitoring of pastoral (Tuareg)-community-based animal health support schemes.

KARL KAISER

Proposed role in the project: Agricultural Service Expert

8. **Family name:** Kaiser
2. **First names:** Karl
3. **Date of birth:** 28-01-1952
4. **Nationality:** German
5. **Civil status:** Married
6. **Education:**

Institution [Date from - Date to]	Degree(s) or Diploma(s) obtained:
Institute of Agricultural Economics in the Tropics and Subtropics at Stuttgart-Hohenheim University 04/1980 – 08/1984	Ph.D. Agricultural Economics
Stuttgart-Hohenheim University 10/1971 – 06/1976	M.Sc. in Agricultural Economics

7. **Language skills:** Indicate competence on a scale of 1 to 5 (1 - excellent; 5 - basic)

Language	Reading	Speaking	Writing
German	Mother tongue		
English	1	1	1
French	2	2	3
Thai	4	3	4
Chinese	4	4	5

8. **Present position:** Freelance consultant

9. **Key qualifications (relevant to the Project):**

Dr Kaiser is an Agricultural economist with 26 years of international experience in planning and evaluation of agricultural extension services and training programmes. Over the course of the years Dr Kaiser has acquired an excellent understanding of all institutional aspects related to the implementation of public and private extension systems for rural development. He has also an in-depth knowledge of strategy development for sustainable natural resources management ; integrated rural/community development planning; development of self-help organisations.

Date from – to	Location	Company	Position	Description
Nov.96-Jan.97	Vietnam	GTZ	Communication Expert	Evaluation and elaboration of proposals for improving the efficiency and effectiveness of the organisation and management of communication in the Social Forestry Development Project (SFDP) Song Da, Vietnam
Sept. - Nov.96	Malawi	EU	Communication expert	Conducting of 8 training workshops for field staff, in preparation of the project Promotion of Soil Conservation and Rural Production
July-Aug.96	Namibia	EU	Communication and extension services expert	Extension Management Systems / Human Resources Development planning for the Rural Development Support Programme
Jan 95-Mar 96	Malawi	EU	Communication expert	Review of ADDFOOD project, and planning and preparation of the documentation for the extension 1996 - 2001 of the succeeding project Promotion of Soil Conservation and Rural Production (PROSCARP)
Nov.-Dec. 94	Malawi	EU	Agricultural Economist	Elaboration of the National Strategy for the Resource Poor Smallholders in Malawi, in co-operation with MoALD
Sept. -- Oct. 94	Sierra Leone	EU	Extension and Communication Expert	Evaluation of current communication system, and elaboration of the Extension Methodology for the Farmers Association Support Programme (FASP), implemented by the Ministry of Agriculture of Sierra Leone

ANDREA MASSARELLI

Proposed role in the project: Agricultural services expert

1. Family name: Massarelli
2. First names: Andrea
3. Date of birth: 12/08/1960
4. Nationality: Italian
5. Civil status: Married, one child
6. Education:

Institution [Date from - Date to]	Degree(s) or Diploma(s) obtained:
University of Perugia, 1980-1985	DVM in Veterinary Medicine (MSc equivalent)

7. Other training courses:

Institution [Date from - Date to]	Degree(s) or Diploma(s) obtained:
Imperial College at Wye, University of London - UK Jan-Oct 2001	"Project Planning, Monitoring & Evaluation"
REDCAPA-FAO-CEPADE University of Madrid, Spain, Sept-Dec 1999	"Food Security Policies"
Istituto Zooprofilattico di Brescia, Italy, Oct 1992	"Swine Anatomy Pathology"
Università della Pace, Cuneo, Italy, Oct 1988	"Tropical Agro Zootechnics"
Hannover University, Clinic for Cattle Diseases, Germany, Jul-Aug 1988	"High production related diseases in cattle"
CIFDA Centre for Rural Training and Extension - Perugia Italy, Apr-Jun 1988	"Animal Nutrition & Production"

8. Language skills: Indicate competence on a scale of 1 to 5 (1 - excellent; 5 - basic)

Language	Reading	Speaking	Writing
Italian	Mother tongue		
English	1	1	1
French	1	1	1
Spanish	1	1	1

9. Membership of professional bodies: SIVtro - Italian Society of Veterinary Tropicalist; Veterinary Association of the Province of Terni
10. Other skills: Computer literacy, use of the main word processing and spreadsheet-database programs; e-mail and internet browsing.

Date from - to	Location	Company	Position	Description
2000- 2001	MERCOSUR (Uruguay, Paraguay, Argentina, Brazil)	EC	Project Evaluation and Veterinary Specialist	Final technical and financial evaluation of the project ALA/93/143 on regional animal and plant health control measures. Harmonisation of border controls, animal identification systems, epidemic surveillance and early warning systems in case of infectious diseases; equipping diagnostic labs and border inspection posts; sharing of information via WEB network; training and study tours.
2001	Albania	EC	Public Veterinary Health Specialist	Harmonisation of Albanian legislation regarding slaughterhouses with that of the EU. Drafting a pilot abattoir refurbishment project, fulfilling the European norms. Veterinary public health review.
2001	Italy and Overseas	Studio Bichara Srl	External consultant	Responsible for the preparation of the technical proposal and the methodological approach for two EU launched tender proposals: "Evaluation of an EU funded education project" in West Bank and Gaza Strip; "Veterinary Facilities at Kapitan Andreevo Border Inspection Post", Bulgaria.
2000- 2001	Burkina Faso, Madagascar	Movimondo (NGO)	Food Security Expert	Responsible for the identification, drafting and submission to the donor of two project proposals in the framework of the Food Security Programme 2000, budget line B7-2010, call for proposals issued by the European Commission.
2000	Honduras	CINS (NGO)	In-country representative and team leader	Responsible for: i) Pursuing the NGO's activities in the Country, which include contacts with international funding agencies and other donors, continuous relationships with relevant local institutions, co-ordination with local and international NGOs, assessment and drafting of new project proposals; ii) Co-ordinating the implementation of an Emergency Project funded by ECHO (the European Commission Humanitarian Office) in the framework of the emergency aids after the Mitch hurricane.
1999	Madagascar	EC	Veterinary expert	Formulation of the forthcoming phase of the "Développement de l'élevage dans le sud-ouest du Madagascar". Final evaluation of the ongoing project; drafting of project documents

Date from - to	Location	Company	Position	Description
1990– 1991	Italy, Nicaragua	Technofood S.r.l.	Livestock veterinary expert	Responsible for the elaboration of a programme improving dairy production and upgrading milk products quality in the district of Managua, Nicaragua.

15. Workshops and courses attended:

- May 1992, Colombia, Cali, FAO - CIPAV: theoretical and practical seminar on "Sugar-beet as food and source of energy for domestic animals"
- Jan. 1992, Italy, ISS (Superior Health Organism), Rome: "The veterinary profession nowadays, at the service of mankind, live-stock, and environment"
- Apr. 1991, Italy, ISS (Superior Health Organism), Rome: "Pork-meat to-day in Italy: productive and nutritional features"
- Sept. - Dec. 1990, Nicaragua, National Agrarian University of Managua: course on "Document Editing", course on "Bio-metrics and usage of computer for scientific purposes"
- June 1990, Guatemala, "1st Central American Seminar on Milk production and dairy products"
- Jan. 1989, Italy, SIOI - DGCS, Rome: participation to a seminar of vocational guidance in the framework of the "Programme of United Nations Associated Experts and Young Officers"
- June 1988, Italy, USL (Local Health Department), Ceccano (Frosinone): up-dating course on "Production of high quality milk and dairy products"
- May 1988, Italy, FAO, University of Bologna: international conference on "Cattle Health and Production in Mediterranean area"
- Jan. - Apr. 1986, Italy, Rome Creamery: "High quality milk from cowsheds to consumers"



2.2 Field visits

The tentative programme of visits to selected countries, subject to availability of flights/seats, is presented in table 1:

Table 1: Proposed Country Visits

Country	Sub-regions	Zone/system	Starting date programme	Thrusts	Dates (week nr.)	Persons
Kenya	North east	Pastoral	10.2001	1, 3	42	WK, AM
South Sudan	E. Equatoria	Agro-pastoral	10.2001	2, 3, 4	42	RE, KK
Ethiopia	Region 5	Pastoral/nomadic	11.2000	2, 3, 4	43	WK, AM
Ethiopia	Oromiya	Mixed farming	11.2000	1, 3	45	KK
Tchad	Lake region	Smallholder dairy	04.2001*	1, 2	44	RE, WK
Ghana (Togo/Benin)	Coast	Humid zone, intensive systems	04.2001	1, 2, 4 (ASF)	43	RE, KK
G. Conakry	Fouta Djallon	Mixed farming		1, 2	44	AM, KK
Mali	Interior delta	Dry-season grazing	11.2000	1, 2	45	AM, WK
Mali	PCU/CS			All	45	AM, WK, RE, KK

* an interim programme was operational in 2000/2001

Annex 1: Outline for evaluation of national programmes

Global plans and their log frames constitute the basic reference for the evaluation of the national programmes. The evaluation will cover the following items:

General:

1. Overview of livestock production systems and populations, known animal health constraints.
2. Background/history of project component, when did it become operational?
3. Institutional position (organigrammes)
4. Staffing and equipment, qualitative & quantitative
5. budget allocations (PACE, other donors, Government)
6. Identification and analysis of best-practices and their potential replicability.
7. Relevance, efficiency and effectiveness of services provided by the Common Technical Services and Regional Co-ordination Offices as perceived by the recipients at national level.
8. consistency of national programmes with FA and the Common Technical Services strategies.

The evaluation of **effectiveness** will focus on results obtained by the projects and on benefits received by the beneficiaries against the planned specific objectives. Adequate attention will be given to the analysis of capacity-building activities and on the effectiveness of local entities (governments, research centres, private sector) in providing sustainable support to rural development poverty reduction and control of rinderpest and other epizootic diseases.

As for the **impact**, the evaluation is not likely to provide a satisfactory impact assessment, as activities are probably not sufficiently advanced. The MTR will indicate what activities have the higher potential for impact and what steps should be taken to increase the programmes' contribution to the ultimate programme's objective.

The analysis of **sustainability** will assess procedures established and approaches followed to ensure that the benefits of programme outcomes go beyond the end of the project. This analysis will be done mainly with the intention of creating the ideal conditions for achieving sustainability before the end of the Programme. Sustainability analysis will concentrate on the sustainability factors listed in section B of the Annex of the Financing Agreement: policy support, appropriate technology, environmental protection, socio-cultural aspects and financial and economic analysis.

1.1 Evaluation focus

The evaluation concerns both the regional and national levels.

At **regional level**, the evaluation will concentrate on the justification of the regional approach with particular attention to aspects concerning overall relevance (programme design vs. general context), the efficiency of the regional activities (coordination, monitoring, capacity building) and the specific relevance of the support provided.

Cross-cutting issues to be treated at regional level include: (a) co-ordination with other donors' and national governments initiatives, (b) co-operation with regional institutions and technical agencies (IOE, FAO etc.); (c) analysis of the existing management, monitoring and evaluation mechanisms and synergies between them, and (d) a review of the regional relevance of individual components (Epidemiology, Data management, Economics, Delivery of Veterinary Services –including legislation, privatisation and community based animal health and participatory epidemiology, Communication, etc.).

At **national level**, the evaluation will examine the Global plans for the PACE country projects and review their consistency with the FA and the Common Technical Services strategies. Although the focus on the issues to be studied could change depending on the status of implementation and the type of activities of each national project, the approach adopted will be similar and follow a common format (annex 1). This includes relevance, efficiency and effectiveness of services provided by the regional units as perceived by the recipient at national level. A major objective of the evaluation at the national level will concern the identification of best-practices and their potential replicability.



By specifying two outcomes (Specific Objectives), the FA is more precise than the Machakos formulation. Machakos re-introduces to the outcome level the idea of combating animal diseases in the Pan-African framework of OAU/IBAR, as it was in August 1997 formulated first time as one of the priority strategies.

Output level: from the first LF to the LF of the FA, the number of outputs decreased from 6 to 5 to 4 by combining some of the outputs, e.g. 1.3 and 1.4 are summarised under output 3 in the FA, and output 2 of the first LF is included in output 4 of the FA. In the FA, output 1 and output 2 refer to the national level, while output 3 and output 4 address Pan-African issues.

The Machakos LF adds Output 1 (strengthening of IBAR) and Output 4 (promoting the availability of quality drugs at grass-roots level). Outcome 2 deals in both FA and Machakos LF with privatisation, though the Machakos formulation has become more explicit. Outcome 3 and Outcome 4 of the FA become Outcome 5 and 6 in the Machakos document. The formulations in the FA are more concise and precise, e.g. in the Machakos LF CBPP is omitted (Output 5), and there is no reference to the Pan-African context (output 6).

Conclusion: in the Machakos LF two outputs were added, of which output 1 had for PACE financial implications with regard to the strengthening of OAU/IBAR. Besides outputs 1 and 4, the Machakos LF differs more in the formulation than in the content.

The brief formulation of the 4 outputs used in work plans and cost estimates becomes clearer when compared to the LF in the FA. For instance, the work plan and cost estimates for year 3 of the Common Services and Coordination Units Year 3 (Bamako and Nairobi) refer to outputs 1-4 as follows: 1: reinforcing animal epidemiology services (information, diagnostics and follow-up) and control of major diseases in the participating countries; 2. greater privatisation of veterinary services and public/private linkages in this field; 3. eradication of Rinderpest from Africa; and 4. control of other major epizootic diseases. The outputs as quoted in the TOR of the MTR are again different only in the wording and not in content when compared to the LF of the FA.

The Machakos workshop

The Machakos LF is the only LF which was formulated by the PACE team. The participants did not fully achieve the main objective of the Machakos workshop of drafting a baseline strategy document which, after further refinement, would in January 2001 have been presented to the Advisory Committee. After Machakos, the follow up work on the LF was not completed, though some team members continued developing unit based activities and indicators. In January 2001, the LF was prepared in the original version of the workshop.

The lead EC Delegation in Nairobi, though attending the workshop on the last day, did not formally approve the Machakos LF. In a letter dated 15 March 2001, the Delegation acknowledged that the LF produced at Machakos is a good working document for the PCU, but that the FA would remain binding. Consequently, all work plans developed in PACE thereafter follow the 4 outputs of the FA. The opportunity to strengthen the team spirit by adapting the consecutive work plans of the different CSU on the basis of the Machakos LF was missed.

Because the LF of the FA lacks fully developed indicators, and these were after Machakos not systematically completed in a joint exercise, PACE lacks a uniform link with the LF when developing its work plans. Assessing and reporting unit progress is also difficult and less accurate than with a set of fully developed and generally accepted indicators.

It is recommended that the PCU should lead the team in complementing the LF of the FA with a consistent set of indicators. The first draft of indicators should be ready by end of February 2003. Based on these indicators, the CSU should in a team exercise review the current work plans and adjust them accordingly. Afterwards, reporting and the following rounds of work planning should be based on the indicators of the LF and of the work plans.

<p>strengthen its links within OAU/IBAR</p> <p>Strengthen public relations and communications</p> <p>Strengthen links with member countries/clients and contribute more to national policies</p> <p>Category B:</p> <p>Contribute to improvement of wildlife health</p> <p>Promote increased/better trade in livestock and related products</p>	<p>1.2 Improved services to livestock farmers</p>	<p>2. Improvement of animal health services proposed to livestock producers</p>	<p>2. Greater privatisation of veterinary services and public/private – sector linkage in this field</p>	<p>2. Opportunities have been created to increase the capabilities of livestock owners, public and private animal health workers to work in synergy at national levels</p>	<p>Privatisation will be better organised and epidemiology capacities will be strengthened to the direct benefit of livestock farmers</p>
<p>Category B:</p> <p>Contribute to improvement of wildlife health</p>	<p>1.3 Eradication of Rinderpest</p>	<p>3. Eradication of Rinderpest throughout the continent</p>	<p>3. Rinderpest eradicated from Africa; greater control of other epizootics diseases, especially contagious bovine pleuropneumonia</p>	<p>3. Pan-African network for epidemio-surveillance is effectively functioning</p>	<p>Rinderpest will be eradicated from Africa and there will be greater control over other epizootic diseases, in particular contagious bovine pleuropneumonia (CBPP)</p>
<p>Promote increased/better trade in livestock and related products</p>	<p>1.4 Intensification of fight against CBPP</p>	<p>4. Better organisation of control of contagious bovine pleuropneumonia and other epizootics</p>	<p>4. At Pan-African level, sustainable coordination of national animal health systems and arrangements for tackling epizootic diseases set up</p>	<p>4. Increased availability of quality assured vaccines, drugs and other inputs at grassroots level is promoted effectively</p>	<p>A sustainable system will be set up at Pan-African level to coordinate national animal health systems and the fight against epizootic diseases</p>
<p>Improve farmer welfare through better livestock services</p> <p>Category C:</p> <p>Contribute to intensification/ improvement of research in relevant fields</p> <p>Enhance collaboration with NGOs</p>	<p>1.5 Preparation of technically and economically adapted programmes against animal diseases</p>	<p>5. Establish an inter-African network for the exchange of epidemiological data and information on the economics of animal health</p>		<p>5. Total eradication of Rinderpest from the region has been facilitated</p>	
	<p>2. Set-up of a Pan-African network for epidemiologic and economic data of livestock subsection</p>			<p>6. Development of strategies for participatory control of other priority epizootic has been initiated</p>	

1

2

3

4

5

6

7

8

9

10

	Africa	
Mr Daniel Grégoire	UA/IBAR-PACE - West Africa	Technical Assistant, Communication Unit
Mr Alou	UA/IBAR-PACE - West Africa	Accounting Officer
Dr Tim Leyland	UA/IBAR-PACE – CAPE Unit	Head of Unit
Dr Andy Catley	UA/IBAR-PACE – CAPE Unit	Epidemiologist and Informatics Officer

KENYA

Dr Bernard Mugenyu	PACE Kenya	National Coordinator
Drs Otindo	PACE Kenya	Monitoring Unit
Dr Karuga	PACE Kenya	Epidemiology Unit, Economist
Drs Grace Cachacha	PACE Kenya	Communication Unit
Mr Ngiro	PACE Kenya	Project Accountant
Dr Shibeu	PACE Kenya	Epidemiology Unit
Dr Oweas	PACE Kenya	Epidemiology Unit Emergency Preparedness
Drs Grace Gekungu	PACE Kenya	Communication Unit, Deputy
Dr Macharia	PACE Kenya	Epidemiology Unit, RP control
Mr Farah	PACE-CAPE Kenya	Field Officer, Garissa Region
Drs Susan W. Mbugua	Kenya Vet Board	Chairwoman
Drs Judy Kimaru	KVAPS – Nairobi	Project Manager
Dr Julius K. Kajume	Kenyan Vet Services	Deputy Director
Dr Vittorio Cagnolati	Terra Nuova Kenya	NGO Co-ordinator
Dr Duncan Mereithi	Garissa Regional Vet Services	Head of Veterinary Services
Dr Kivuro	Garissa Regional Vet Services	Deputy Head of Veterinary Services
Dr Agoi	Ijara District Vet Services	District Vet Officer
Dr Kenyua	Ijara District Vet Services	Deputy District Vet Officer
Mr Bashir Ahmed	Ijara County Council	County Counsellor
Drs Hubbie Hussein Al-Haji	Womankind Kenya	NGO Director
Dr Githinji	Garissa District Vet Services	District Vet Officer
Dr A.M. Subow	Private Vet	Garissa Private Veterinarian
Mr Dahir	Arid Lands Project - Garissa	Deputy Project Manager
Dr Seif Maloo	PACE Somali Component	Project Advisor
Prof Abdullatif M. Abdi	PACE Somali Component	Epidemiologist

ETHIOPIA

Dr Sileshi Zewdie	PACE Ethiopia	National Coordinator
Dr Solomon Neza	PACE Ethiopia	Privatisation Officer
Dr Nesseru Hussein	PACE Ethiopia	Epidemiologist – CBPP
Dr Tariku Sinfaro	PACE Ethiopia	Epidemiologist – RP
Dr Nega Tewolde	Ethiopian Vet Services	Epidemiologist
Ato Fasil	PACE Ethiopia	Economist
Dr Maresa	FITCA Ethiopia	Project co-ordinator
Mr Flint	FITCA Ethiopia	Technical Assistant
Dr Gerichew	NLDP Ethiopia	Acting Project Director
Mr Getachew Bekele	NLDP Ethiopia	Economist
Dr Tamasghe	NLDP Ethiopia	Animal Health Officer
Prof. Gerson A. J. Johnson	AIU Headquarters - Addis	Director, HR, Science and Technology

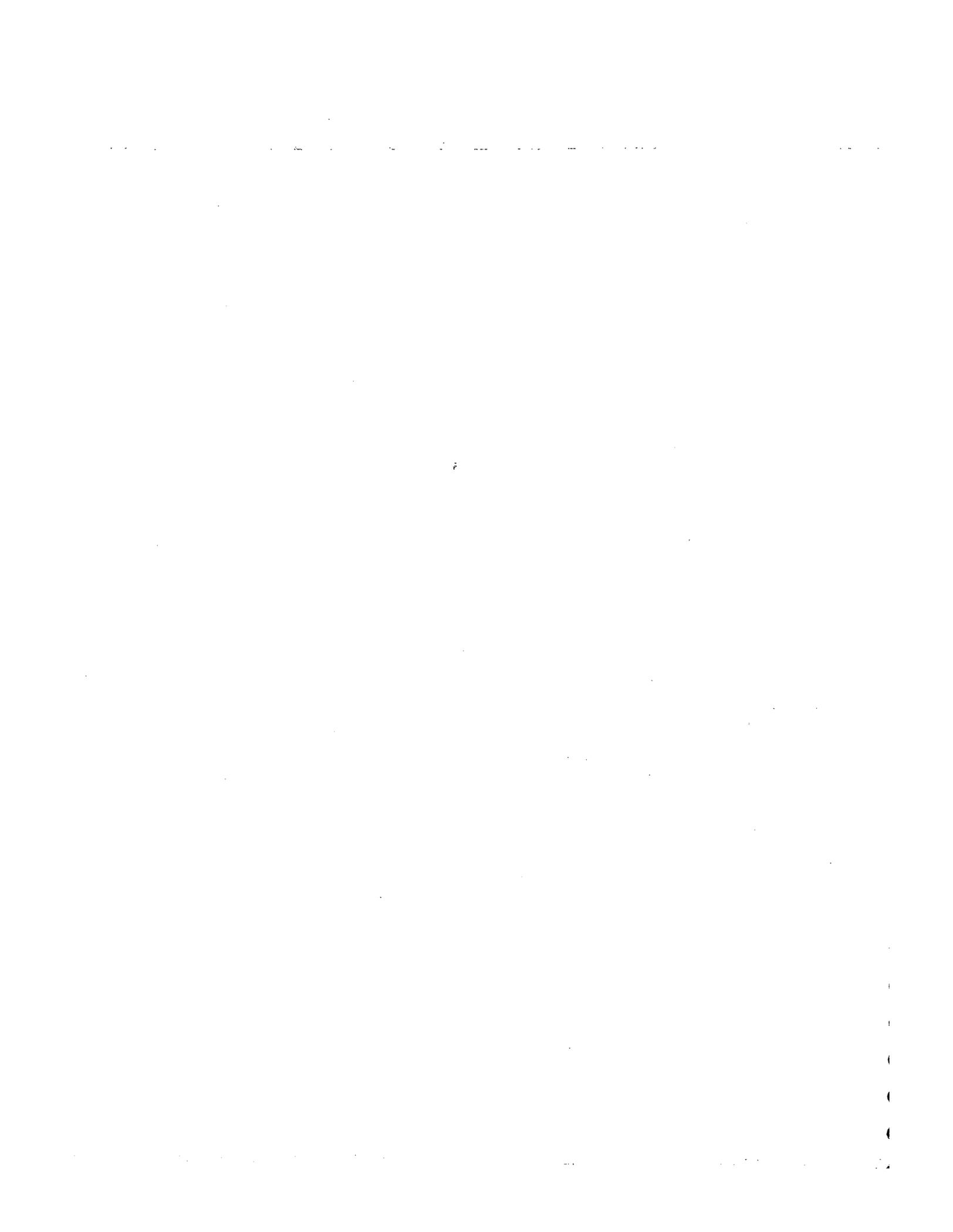
		Development
Mr Adama Ténéman Sidibe	Min of Agriculture & Livestock	National Director
Mr Mamadou M. Diallo	Min of Agriculture & Livestock	Head Risks Prevention Division
Mr Adama Sankare	Min of Agriculture & Livestock	Head Regulation and Control Division
Mr Mamadou Macki Traore	National Authorising Office	National Coordinator
Mr Sidi Sow	National Authorising Office	Deputy Coordinator
Mme Dungaia	National Authorising Office	Responsible for PACE Dossier
Mr Arama	National Authorising Office	Economist
Mr Kinens	National Authorising Office	Expatriate Technical Advisor
Dr Cheick Fantamadou Simbe	Central Veterinary Laboratory	General Director
Dr Mamadou Niang	Central Veterinary Laboratory	Head of Research Division
Dr Mamadou Diallo	National Veterinary Association	Chairman
Dr Ousmane Ba	National Veterinary Board	Chairman
Dr Amadou Napo	Chamber of Agriculture	Chairman

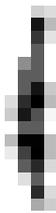
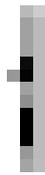
TCHAD

Dr. Adoum Djahir: Directeur Général des Services Vétérinaires, Coordonnateur de PACE Tchad
 Dr. Alain Houchot, AT Coopération française, programme PACE Tchad
 Dr. Fatah Bendali: Epidémiologie de CIRAD à Ndjamena, Services Communs PACE Afrique de l'Ouest
 Mr Akouia Terua, Ingénieur zootechnicien, responsable secteur élevage de Massakoré
 Dr. Hassan Abakar, Vétérinaire, Agent du réseau REPIMAT, Massakoré
 Mr Mai-Mahamat Tchari, Chef de Secteur, Poste Vétérinaire de Bol
 Mr. Boukar Moussa, Chef du Poste Vétérinaire de Bol
 Mr. Adem Kerella, Chef du Poste Vétérinaire de Liwa
 Dr. Vétérinaire, Responsable de l'Elevage Nord-Ouest secteurs Bol, Moussiro, Liwa

GHANA: PERSONS MET

Date	Itinerary	Persons Met	Organisation	Position
21-10-02	Nairobi – Accra	Dr Ofosu Dr Akonzule	VSD, PACE Ghana VSD	National Coordinator, Dep. Director VSD Economist
22-10-02	Accra – Mole National Park	Dr. Ofosu Dr. George Mills Dr. Gautsch	VSD, PACE Ghana VSD - PACE EC Delegation	National Coordinator Communication Officer Rural Development Advisor
23-10-02 (am)	Mole National Park Meeting with park management and staff trained by PACE in wildlife surveillance	Dr. Ofosu Dr. George Mills Dr. Klaus-Dieter Gautsch Park Management Charles McKey		Principal TA Mole NP
23-10-02 (pm)	Wa – attending workshop for veterinary staff	Dr. Philipp K.B. Salia Mr. Stephen Amg- Numbaale	VSD, PACE Vet. Laboratory Wa	Regional Epidemiologist, Northern Region Principal Technical Officer
24-10-02	Wa - Pong Tamale Central and Regional Veterinary Laboratory Pong Tamale – Techiman	Dr. Aklahu Aha	VSD – CRL-NR	Director 8 Section Heads and staff members
25-10-02	Techiman - Accra	Dr. M. Agyen-Frempong Dr. George Nipah	VSD, MOFA VSD, PACE	Director Chief Epidemiologist
26-10-02	Accra	Dr. George Nipah	VSD, PACE	Chief Epidemiologist
27-10-02	Accra	Reading reports		
28-10-02	Accra	Dr. George Mills Dr. Akonzule Dr. Ofosu Mrs Elsy Adom- Frempong	VSD, PACE VSD, PACE VSD, PACE VSD VSD	Communication Officer Economist National Coordinator PACE Senior Accountant Procurement Officer





Fight against Rinderpest Lineage 1 virus in South Sudan - Third quarterly report, Year 1	VSF Belgium, August 2002
Fight against Rinderpest Lineage 1 virus in South Sudan - Second quarterly report, Year 1	VSF Belgium, May 2002
Fight against Rinderpest Lineage 1 virus in South Sudan - First quarterly report, Year 1	VSF Belgium, February 2002
Rinderpest Eradication Strategy Workshop for Southern Sudan	OAU/IBAR – PACE – VSF Belgium, August 2001
Rinderpest Eradication Strategy Workshop for Southern Sudan	OAU/IBAR – PACE – VSF Belgium, October 2001
Rinderpest Eradication Strategy in Southern Sudan; Review of Progress	VSF – Belgium, Nairobi, 31 st July 2002
Review of Rinderpest Control in Southern Sudan, 1989-2000	PACE – CAPE, B. Jones, March 2001
Rinderpest Eradication Strategy for Southern Sudan – A training course for animal health workers: Trainer’s manual	VSF Belgium, April 2002
Report of the Consultancy to Assist in the Development of a Rinderpest Eradication Strategy in the West and East Nile Ecosystem	Prepared for CAPE/PACE, J. C. Marriner, May 2001
Annual Work Plan and Cost Estimate for year 2 – PACE Sudan	
Review of Rinderpest Prevention and Surveillance within the Frame of the Household Food Security Programme Implemented by UNICEF-OLS in South Sudan	By Fox, J.E., Kajume, J.K., and Ombai, M.A.
“Fight Against Lineage 1 Rinderpest Virus” Project, Global Plan Sudan	OAU/IBAR June 2001
Memorandum of Understanding between CAPE and VSF – Belgium	(no date)
“Fight Against Lineage 1 Rinderpest Virus” Project in Southern Sudan, Grant Contract – External Aid, EDF VII and EDF VIII	Contract between OAU/IBAR, European Commission ad VSF – Belgium, October 2001
“Fight Against Lineage 1 Rinderpest Virus” Project, Year 1 Work plan and Budget	VSF – Belgium
“Fight Against Lineage 1 Rinderpest Virus” Project”, Year 2 Work plan and Budget	VSF – Belgium
Community Awareness Raising Methods for Rinderpest Eradication, A Workshop for Anima Health Workers and Community Members, Marial Lou, Tonji County, 12 th – 15 th March 2001	By Bryony Jones, VSF – Belgium
Community Dialogue Guidelines for Rinderpest Eradication	VSF-Belgium, December 2001
Rinderpest Eradication Strategy for Southern Sudan, A Training Manual for Animal Health Workers, Trainers Manual	VSF-Belgium, April 2002 (2 nd Edition)
A Training Manual for Community Animal Health Workers (CAHWs) in Southern Sudan	UNICEF/OLS, 1997
CAPE MTR – Draft Report	CAPE, N. Tebele, J. Morton, J. Tanner, September 2002.

27. Workshop on Emergency Plans and OIE Pathway for Freedom from Rinderpest, Abidjan, February 2002
28. Report on the Eastern African Workshop on Mild Rinderpest, Nairobi, June 2002
29. Report of the 2nd Annual PACE Co-ordination Meeting, Cotonou, June 2002
30. Update on National Laboratories, IAEA Consultancy, Dr. Karim Tounkara, September 2002
31. Dr. Karim Tounkara: Assistance to OAU/IBAR PACE Programme for control and eradication of major diseases affecting livestock, International Atomic Energy Agency RAF/5/053, Report on activities carried out during the period June 2001 - September 2002
32. International Animal Health Code, Chapter 1.3.4. Guidelines for the Evaluation of Veterinary Services, Article 1.3.4.1, Office International des Epizooties 2002
33. Rinderpest Eradication: The requirements of PACE for marked vaccines, Memo to PACE Coordinator by PACE Main and Counterpart Epidemiologists, October 2002
34. PACE Epidemiology Unit, Analysis of the strategy adopted, achievements and failures in respect of epidemiological component of PACE: October 2000 - September 2002
35. PACE DMU Progress Report, July 2000 - September 2002
36. Mission Report on Data Management and GIS training, Banjul, Gambia 28 Sept - 6 Oct 2002, Berhanu Bedane, PACE DMU
37. Description of PACE Integrated Database, Dr. Berhanu Bedane, Head PACE Data Management Unit, October 2002
38. PCE DMU Report to the 6th Advisory Committee Meeting, October 2002
39. Rept. 6th PACE Advisory Committee Meeting, Nairobi Oct. 2002

4
4
6
4
6
6
6
6
6
6
6

areas for environmental monitoring in East Africa. An environmental workshop was held 3-4 April 2002 in Nakuru, and a Cluster Meeting on Livestock, Wildlife and the Environment, 22 November 2002 in Nairobi. These meetings conclude that collaboration and consultation with established international and national environmental organisations and institutions is imperative¹. PACE also intends to assess the results of recent and ongoing studies and appoint a limited group of short term consultancies.

Livestock keeping is known as a major driving force for environmental degradation, characterised by low diversity in the use of ecosystems through the removal of competitors, pathogens, predators and widespread provision of water. Overgrazing by livestock and episodic periods of drought result in large-scale, often irreversible degradation of rangelands. As factors in environmental degradation by livestock keeping in Africa are often quoted:

- Traditional synergy between agriculture and livestock keeping has become disrupted
- Livestock numbers in Africa are increasing but there is no clear effect on offtake
- In many pastoral areas livestock are kept in the absence of cash economies, with at best problematic access to markets
- Growing numbers of livestock are being herded on publicly owned lands under contract for urban-based owners, without regard or responsibility for environmental impact
- Africa has only minimal access to international livestock export markets

In some countries visited by the PACE MTR team, environmental problems associated with livestock keeping were obvious:

Southern Sudan

Cattle-rustling practices, civil strife and food aid have led to sedentarisation of (semi)pastoralist communities. Too many animals are now sharing limited areas of rangeland around villages where security, access to food-aid and medical facilities are guaranteed. Locally, overgrazing and over-burning are causing heavy soil erosion.

Ghana

Traditional pastoral ecosystems in the north of the country are under pressure from seasonal over-burning. This is aggravated by (seasonal) competition for and often conflict over these communally owned rangelands between local herders and transhumant pastoralists (Fulani) in the north of the country, now possessing modern firearms like many other African pastoralists. Another factor in the over-exploitation syndrome is the growing trend of keeping livestock under contract for urban-based owners.

Chad

Locally, high livestock concentrations, encouraged by provision of water or the presence of permanent water (Lake Chad) contribute to environmental degradation and disease transmission.

PACE environment issues

"Livestock and environment" in Africa is a vast and diverse area. Many issues need to be addressed and PACE/IBAR rightly intends to deal with issues where its specific expertise (Epidemiology, Data management, Wildlife, Institutional support) can be applied. The Nakuru and Nairobi meetings give recommendations for at least 20 actions on livestock/environment issues, to be undertaken by

At country level and in general terms the level of coordination between donors in the livestock sector is not satisfactory. Apart from Guinea and Chad, the mission did not find any permanent forum of discussion on livestock in the countries visited. In the first case the DNE (*Direction Nationale d'Élevage*) itself is co-ordinating the appraisal, negotiation and implementation of livestock related projects as well as the exchange of information. In the latter case, the French cooperation set up a permanent forum of technical assistants involved in livestock projects, meeting every six months to share information about the progress and results achieved.

At a broader national level, donors tried to distribute areas of intervention among themselves, on the basis of the National Indicative Plans and the priorities identified by National Governments. Animal health and production are therefore ranked as low/mid priority by sub-Saharan countries –as the case of Mali- which deem institutional strengthening, infrastructure and budgetary support as first priority issues.

FAO is implementing TCP and Emergency programmes addressed to animal health and production in most of the PACE Countries. These programmes are often complementing and completing PACE activities, without any real overlapping. A non-exhaustive list of ongoing and recently completed TCP and emergency programmes is attached as annexe X.

The ADB is very active in the livestock sector. It has not been possible to carry out a deep appraisal of relevant ongoing or foreseen ADB projects. Important livestock and animal health related projects and studies are ongoing in Ethiopia, Chad, Eritrea and Kenya among others.

The French Cooperation is directly involved in PACE implementation, making available (full or part time) experts for PACE national projects such as in CAR, Nigeria, Mauritania, Cameroon and Chad. Moreover, accompanying projects are carried out in Guinea Conakry (lab diagnosis and quality control), Ethiopia (livestock development) and Mali (support to the delivery of animal health services).

DFID is also directly involved in PACE, funding the CAPE unit. Moreover, the DFID is funding many regional and national programmes dealing with the livestock and animal health sectors. As a matter of example we mention the “Pro-poor Livestock Policy Facility Project” implemented through the FAO. It is a big livestock farming oriented project lasting 6 years with a budget of about 13 Mln EUR.

The General Direction for Development Cooperation of the Italian Ministry of Foreign Affairs is co-funding –together with the Swiss Cooperation and DFID/PACE- the Somali PACE project. Moreover they are funding livestock related project in several PACE countries, mostly through Italian NGOs.

Recommendations:

It is clear that there is a lack of coordination between donors, especially at national level.

In order to avoid duplication of intervention and misuse of human resources, **Fora of coordination and discussion** among the different donors intervening in the livestock sector should be established in each PACE Country. Their aim would be to coordinate the interventions in the livestock sector avoiding duplication of funding and activities. PACE National projects can play the role of animator, while the EC Delegation could play the role of facilitator. The relevant Ministry shall coordinate the forum.

1

2

3

4

5

6

7

8

IBAR has to position itself to work more effectively with the Regional bodies e.g. IGAD, SADC, COMESA, EAC, IOC, ECOWAS and international bodies OIE, FAO, WTO etc.. IBAR will play a critical role in food security under the New Partnership for Africa's Development (NEPAD). There is therefore a need for IBAR to develop effective responses by having a clear vision of its direction, policy and strategy. Although the Council of Ministers define the broad mandate for IBAR, it is essential that IBAR pro-actively influences the strategic direction of the organisation by convincing the Ministers on the most appropriate strategy.

Organisational structure of IBAR

IBAR is headed by a Director, and has three sections of Animal Health, Animal Production and Livestock Projects (Annex). Support units to the three sections include Administration, Finance, Documentation, Library and Archives. Due to the anticipated restructuring, IBAR's establishment is currently operating with a minimum of two scientific officers (the Acting Director and the Acting Animal Health Officer who is also the PACE Coordinator), a Documentalist, a French Translator and 12 support staff comprising a Finance Officer, secretaries, clerks, messengers and drivers.

Restructuring of the AU and IBAR

The on-going AU reform process has seen the creation of eight Portfolios/Directorates¹ of the Commission of the African Union. Working Groups will be set up to review the Regional Technical Scientific Offices and propose appropriate structures. Currently, Terms of Reference for the Working groups are under formulation. With specific reference to IBAR, the AU emphasised that in addition to animal health and livestock production, IBAR's mandate could be broadened to include marketing, trade and food security.

The AU encourages IBAR to take a pro-active role in defining the possible future of the institution. The MTR recommends that the Director prepares a strategy paper on the possible direction for IBAR's institutional development. This paper will outline the proposed vision, mission, objectives, strategic options and organisational structure for IBAR. As part of its contribution to the institutional development of IBAR, it is recommended that PACE and CAPE make available resources to access external and mutually acceptable expertise to assist with this exercise

¹ 1. Peace and Security; 2. Political Affairs; 3. Infrastructure and Energy; 4. Social Affairs; 5. Human

Due to the large number of actors, it is unlikely that impact of the project could be solely attributed to CAPE. Much of its field-level successes are due to interactions with PACE or other implementation organisations such as NGOs. Much of its policy-influencing success is due to the political prominence of IBAR. Inability to attribute impact solely to CAPE should be regarded as a positive measure of the degree to which the project interfaces with partners. Although CAPE interacted well with most CSU of PACE, there was very poor collaboration with the VPLU with which the project was to work closely. The MTR team attributed this to differences in approach which could be addressed by engaging the two units in dialogue facilitated by the PCU.

Recommendations

In general, the CAPE MTR Team recommended that CAPE should concentrate its efforts on enhancing the capacity of IBAR to provide the argument why and advice on how countries in GHA should construct pro-pastoralist livestock policies and institutions. Emphasis should be placed upon supplying knowledge that will permit governments, NGOs and private sector operators to see how CAHWs can be successfully and profitably integrated into animal health services that meet the sanitary requirements of GHA countries. Specific recommendations included the following:

- CAPE still has a major task of defining, testing and recommending the appropriate models for sustainable CAHW systems for each of the ecosystems in the GHA.
- CAPE should play a more active role as an information provider to and coordinator of NGOs operating CAHW systems in GHA.
- CAPE should develop mechanisms that ensure the credibility of CAHW systems in providing disease surveillance information to satisfy inter-regional trade.
- CAPE should analyse and disseminate lessons from its conflict management work in the Karamoja Cluster to inform policy and practice elsewhere in the region.
- CAPE, in co-ordination with other units of PACE and IBAR, should continue supporting studies to identify policy reforms and practical investment strategies that can alleviate constraints to pastoral marketing.
- CAPE should look more broadly at pastoral/livestock policy issues and place emphasis on informing not just veterinary policy but rural development strategies also. CAPE should provide generic information on the contribution of livestock and livestock services to poverty/vulnerability reduction in pastoral areas.
- CAPE should assist IBAR in regional veterinary service harmonization to ensure a standardized approach to problems of pastoral areas.
- CAPE should aim to contribute to IBAR's supra-national mandate by helping to supply information to the OIE Africa Commission (OIE-AC) and to work with the OIE-AC in organising more regular coordination meetings of African DVS's.
- CAPE should engage external assistance to enhance the ability of IBAR to interface with policy makers.

Annex B3: Etat d'Avancement du PACE dans les pays, Septembre 2002 (26 pays ayant recus des fonds)

	1.1	1.2	1.3	1.4	1.5	1.6	1.7	1.8	1.9	1.10	2.1	2.2.	2.3	2.4	2.5	2.6	2.7	3.1	3.2		
Bénin	1	1	1	2	1	0	0	nd	1	0	7	1	1	1	0	1	1	1	6	3	1
Burkina Faso	1	1	1	2	2	0	0	nd	1	0	8	1	1	1	1	1	1	1	7	3	2
Côte d'Ivoire	1	1	2	1	1	1	0	nd	3	0	10	1	2	1	2	2	1	1	10	3	2
Gambie	0	0	0	0	1	0	0	nd	3	0	4	1	1	1	0	1	1	1	6	3	1
Ghana	2	2	2	1	1	1	1	nd	1	0	11	1	1	1	0	1	1	1	6	3	2
Guinée	2	2	2	0	2	1	0	2	2	1	14	1	1	1	1	1	1	2	8	3	2
Guinée Bissau	1	1	0	1	1	1	0	nd	3	1	9	1	0	1	0	1	1	1	5	3	1
Mali	1	1	2	0	2	0	0	nd	1	1	8	1	2	1	0	1	1	1	7	3	1
Mauritanie	2	2	1	1	1	2	0	2	1	1	13	1	1	1	1	1	1	2	8	3	2
Niger	1	1	1	2	1	0	0	nd	3	0	9	1	2	1	0	1	1	2	8	3	2
Nigeria	0	1	2	1	1	1	0	nd	nd	0	6	1	1	1	0	1	1	1	6	3	1
Sénégal	2	2	2	1	1	2	1	2	3	1	17	1	2	1	1	1	1	1	8	3	2
Togo	1	1	0	0	1	0	0	nd	3	0	6	1	1	1	0	1	1	1	6	3	1
Centrafrique	2	2	1	2	1	1	0	nd	1	1	11	1	1	1	0	1	1	2	7	1	1
Congo	0	1	0	0	1	0	0	nd	nd	0	2	1	1	1	0	1	0	1	5	3	1
Gabon	1	1	0	2	1	0	0	nd	1	0	6	1	1	1	0	1	0	1	5	3	1
Tchad	1	2	1	2	1	1	0	nd	1	1	10	1	1	1	1	1	1	1	7	1	1
Djibouti	1	1	0	0	0	0	0	nd	1	0	3	1	0	1	0	0	1	1	4	3	1
Erythrée	2	2	1	0	1	1	0	1	1	0	9	1	0	1	1	1	2	1	7	2	1
Ethiopie	2	2	2	2	2	2	0	2	2	1	17	1	2	1	1	1	2	2	10	3	1
Kenya	2	2	2	2	2	2	0	1	nd	0	13	1	2	1	2	2	2	2	12	1	1
Ouganda	2	2	2	2	2	2	0	1	1	1	15	1	1	1	1	2	1	2	9	1	1
Rwanda	2	2	1	0	1	0	0	nd	1	0	7	1	1	1	1	1	1	1	7	3	0
Somalie	2	1	0	0	0	0	0	2	2	1	8	0	0	0	0	1	2	2	5	1	0
Soudan	2	2	2	2	1	1	0	1	1	0	12	1	1	1	0	1	1	0	5	1	1
Tanzanie	2	2	2	2	2	2	0	nd	1	0	13	1	2	1	1	2	1	1	9	1	1

2. REVIEWS OF INDIVIDUAL UNITS: EPIDEMIOLOGY, WILDLIFE AND DATA MANAGEMENT

2.1. BACKGROUND

2.1.1. PACE Epidemiology Unit

The PACE Epidemiology Unit is the largest component of PACE, with common services in Nairobi, Bamako and N'Djamena. Due to the vast area in which the project is implemented and its ambitious goals, this large and complex component of the PACE programme has demanded a considerable amount of time and effort to be set in motion. Since the arrival in December 2000 of the main epidemiologist, the PEU is now operational for almost 2 years. Inception in 2000 has suffered delays, lack of support from the PCU being recognised by the PEU as the main cause. PACE initially followed the strategy determined during the workshop held in Machakos in October 2000. The Main Epidemiologist has presented the currently followed strategy for the PEU in January 2001. The PEU is concentrating on 3 of the 4 thrusts of PACE, viz.:

- Building of national capacities for epidemio-surveillance
- Rinderpest eradication
- Control of other epizootics

Activities following inception mainly comprised determination of strategies, coordination of actions and assistance to PACE countries in drawing up their global plans and setting up their epidemio-surveillance systems. Initially, differences in language, training background and expertise within the PEU were obstacles to achieving a common purpose and approach and coordination and communication between the East- and West African units required considerable efforts. There was also confusion over the bilingual terminology used in epidemiology to the extent that a consultant had to be contracted to reach common agreement on the terms to be used. As the project proceeded, specific issues of other transboundary animal diseases (CBPP, ASF, RVF) have begun to be addressed. A summary of activities/outputs is given in Annex 2.

2.1.2. Data Management Unit (DMU)

The DMU logframe describes its role as to advise, facilitate, harmonise and inform, making use of appropriate information technology. The DMU strategy therefore is to lay the foundation of a sustainable animal health-and production information system to be used by IBAR for planning, decision making, monitoring and advising animal resources-related activities. This ultimate goal of the DMU encompasses more than the collection and treatment of epidemiological data at the national and continental level, but the key activity of the DMU at present is establishing an information system to assist PACE in to eradicate Rinderpest and to control major epizootic diseases. The DMU therefore operates in close collaboration with the PEU. With a staff of one veterinary officer/GIS information management specialist and, the DMU is the smallest of the common services units. It started to operate in the second half of 2000. Over the next year, the DMU provided PACE/IBAR with intranet services and a new local area network server. A CD-ROM was produced with documentation of the PARC and PACE programmes. For the data management system, the DMU collected baseline data from the national projects by questionnaires. Much work was done to identify an appropriate data management system and the specific data management needs of PACE countries. To this end, visits to a number of PACE countries as well as FAO, OIE, and CIRAD were made. Since the specific needs of the DMU were raising questions on the usefulness of the initially proposed TADinfo system, already in use in a number of African countries, it was decided that FAO would find a consultant to adapt the system for use by the DMU. This took the better part of one-year, after which the mission was called off due to

"disease free export zones"² in countries with the potential and the ambition to access international markets. Export zones have the potential to become a driving force for revitalising veterinary services and establishing efficient epidemiological surveillance as well as a source of foreign currency earnings.

2.2.4. *Relevance*

Epidemiology is highly relevant as the main thrust of the PACE programme. This high relevance is however not consistently reflected by all actions undertaken by the PEU, notably those in Western Africa. The PEU expresses doubts about the feasibility of obtaining OIE certification of freedom from rinderpest for African countries³, as long as no international consensus exists about issues that are specific for Africa: No guarantee exists for control of livestock movements across national boundaries or between zones in individual countries. Certification on a regional basis has been proposed but is not yet possible. Meanwhile, much time and effort was devoted to assisting West African countries in proceeding on the OIE pathway. Most of these countries have not seen rinderpest for a decade, do not recognise it anymore as a threat to their livestock, and are in more immediate need of PACE support in the development of epidemiological tools for the control of other epizootics, notably CBPP. High relevance is therefore recognised in the initiative of the Addis Ababa workshop towards the development of a CBPP strategy⁴. Equally, the workshop in Nairobi in June 2002 has high relevance by renewing the PEU focus on the problem of mild rinderpest and activating the development of eradication strategies. Here, wildlife epidemiology has played an equally relevant part. High relevance is also recognised in the initiative of the PEU towards the establishment of disease-free zones for export.

2.2.5. *Efficiency*

Efficiency of the PEU has suffered from its slow inception and by lack of support from the PCU. Communication problems between the Nairobi and Bamako units have had a negative impact on efficiency but now appear to have been solved although the PEU still expresses concern about communication constraints due to differences at the personal level between the two units. Many actions were taken by the PEU to assist in the upgrading of national rinderpest epidemiosurveillance capacities with the aim of enabling countries to meet OIE requirements for the certification of freedom from rinderpest. Judged by the investment in resources and their results⁵, efficiency of these activities has been low. Overall efficiency has benefited from the decision to review strategies: In West- and Central Africa, this resulted in the abolishment of the cordon sanitaire as an immune barrier and re-deployment of personnel in the West African Unit. Further actions of the PEU promising to increase efficiency are the initiative for the definition of CBPP strategies and the renewed focus on eradication of lineage II rinderpest from the Somali ecosystem⁶.

2.2.6. *Effectiveness*

Effectiveness was put at risk by discrepancies between the logical framework of the financing agreement and the one designed in the Machakos workshop. It also suffered from the difficulties

² Id., Appendix N: Creation of export zones as a means for promoting exports of livestock and their products from countries in the PACE region. Concept Note by PACE main epidemiologist, July 2002.

³ Analysis of the strategy adopted, achievements and failures in respect of epidemiological component of PACE, October 2000 - Sept 2002, Appendix H: PACE and the OIE pathway for recognition of freedom from rinderpest.

⁴ Workshop on CBPP, Addis Ababa Nov 2001.

⁵ Dr. B. Kebkiba: Analyse de la situation actuelle des réseaux d'épidemiosurveillance dans les pays, Rept 2nd PACE Annual Meeting, Cotonou June 2002.

2.2.9. Critical factors

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<p>The approach developed by the PEU is accepted by the participating African countries.</p> <p>Epidemiology surveillance systems are now official components of veterinary services in Africa</p> <p>With the DMU, PACE has the capacity to address a wide range of issues in the continent's animal production sector.</p>	<p>Slow inception of PACE and its consequences for the PEU have constrained the efforts of eradicating Lineage II rinderpest infection.</p> <p>The PANVAC unit is not operational and therefore PACE misses the much-needed capacity for the development and technology-transfer of more efficient vaccines.</p>	<p>National Epidemiology surveillance systems partly being practically used, partly still under trial or in the development stage, can now be adapted to the needs of the individual countries.</p> <p>With the creation of a database management system and (soon) a website that will be accessible by PACE countries, the DMU is providing tools that will greatly enhance this process. Participatory Epidemiology techniques and purposive vaccination strategies developed in collaboration with CAPE, can be adapted for complementary use in other PACE countries.</p>	<p>PEU finances may run out before the end of the project term</p> <p>Late inception of the Kenya and Somali national PACE programmes and shortcomings in their communication with the PEU could jeopardize the eradication of rinderpest from the Somali ecosystem</p> <p>As Lineage II rinderpest infection has no readily discernible economic impact, it will remain difficult to motivate livestock owners to participate in eradication programmes.</p>

2.3. CONCLUSIONS

- In most African countries, rinderpest has ceased to be a threat to livestock industries since a decade. For such countries, progress along the OIE pathway to freedom from rinderpest is not necessarily a valid indicator of a successful PACE project.
- The value of active disease search for the detection of endemic rinderpest is at best doubtful.
- In many African livestock production systems, integration of a participatory epidemiology element with standard surveillance protocols will increase sensitivity and efficiency in the detection of epizootic diseases.
- Wildlife surveillance remains vital for the detection and monitoring of rinderpest virus activity in African ecosystems.
- Timely and efficient implementation the Kenya and Somalia PACE programmes is crucial for the eradication of Lineage II rinderpest.
- PPR virus infection in wildlife in West and Central Africa needs to be clarified.

2.4. RECOMMENDATIONS

- Individual countries should be given the choice which of the available OIE pathways to follow.
- PACE facilitates the OIE certification process by reviving the dialogue with OIE and FAO on an alternative pathway for the African countries.
- PACE concentrates its support of rinderpest eradication on the ecosystems where the infection persists. Costing of these activities will indicate if extra financing can be provided by re-allocation of PACE resources, or must be provided by a separate project in collaboration with

These laboratories are able to perform virus neutralisation, isolation and identification and PCR for RP and PPR, as well as differential diagnosis (PCR) of FMD, BVD/MD, IBR. In the years 2003 and 2004, \$ 25,000 and \$ 30,000 respectively are budgeted for IAEA support in equipment and consumables to regional reference laboratories. To enhance sustainability, the reference laboratories are charging the national PACE programmes for their services.

IAEA Project RAF/5/053, Assistance to PACE laboratories

IAEA support to PACE is based on a collaborative agreement with IBAR. In addition to rinderpest laboratory services, this agreement also provides support to the establishment and maintenance of diagnostic capacities for other major epizootics.

The IAEA also intends to strengthen cooperation and information exchange between all PACE laboratories, national and regional, and AU/IBAR and IAEA, and to establish a regional capability for the supply of reagents and diagnostic kits.

To this end, IAEA has launched the regional project (RAF/5/053): "Assistance to the OAU/IBAR/PACE programme for the Control and Eradication of Major Diseases affecting Livestock". A Regional Expert was seconded to AU/IBAR, entrusted with the implementation of the project and day-to-day technical assistance to PACE over the period June 2001 - November 2002.

IAEA assessment of National PACE Laboratories

An inventory and evaluation of laboratory capacities in the PACE countries was carried out by the IAEA Regional Expert. Inventories of the capacities and requirements of national laboratories from 18 PACE countries were obtained by means of questionnaires. The expert also made evaluation- and consultancy visits to national and regional laboratories of Ethiopia, Kenya, Tanzania, Côte d'Ivoire, Senegal, Cameroun, and Democratic Republic of Congo. The report gives a comprehensive overview of laboratory capacities and inventories in the PACE programme, highlights their extra needs and includes recommendations on quality control and certification. The questionnaire was designed to collect information on laboratory capacities immediately concerned with the specific requirements of the PACE programme and did not intend to provide information about the context in which national PACE laboratory facilities are operating and the constraints they might be experiencing. It is therefore possible that the picture drawn by this evaluation has turned out to be over-optimistic.

Problems

Most veterinary laboratories in Africa have known better times. At present, several decades of under-financing due to economic constraints and changes in priorities of governments have resulted in seriously eroded veterinary laboratory services in most African countries. Examples are common of laboratories that used to be well financed, equipped, staffed and managed, but now are immersed in a continuous struggle to survive. Their problems cannot be solved by the upgrading of individual departments for rinderpest diagnosis and often interfere with the services required by the PACE programme. It is therefore not surprising that only 5 out of 30 PACE countries produced complete serosurveillance reports over the year 2001⁹. Often, laboratories manage to carry out their serology tests but with so much delay that the results have become irrelevant in the meantime. This is a serious and growing constraint as serosurveillance becomes indispensable for the verification of absence of rinderpest infection. Problems of veterinary laboratory services have serious implications for the sustainability of their services to the PACE programme. Cost-recovery is being implemented but cannot guarantee sustained functioning. Financial commitments of governments are threatened by dilapidated infrastructures requiring high unforeseen expenditures.

2.6. APPENDIX 2: PACE PEU OVERVIEW PEU ACTIVITIES AND OUTPUTS 2000 - 2002

DATE	OUTPUT/ACTIVITY
March 2000	1 st AC meeting, Nairobi
June 2000	PEU/CIRAD epidemiologist establishes regional unit for Central Africa in N'Djamena.
July 2000	2 nd AC meeting, Bamako
July 2000	PEU Counterpart Epidemiologist takes up office in Nairobi
July - December 2000	PEU Bamako assists W-African countries in drawing up PACE global plans, missions to Benin, Togo, Ghana, Gambia, Cameroon and Mauritania
October 2000	(Preliminary) PACE and PEU Logical framework developed in Machakos Workshop
December 2000	PEU Main Epidemiologist takes up office in Nairobi
January 2001	PEU Strategy document drawn up by PACE Main Epidemiologist
January 2001	3 rd AC meeting, Addis Ababa. PACE and PEU strategies presented and agreed.
February 2001	Extensive reconnaissance of cordon sanitaire in W-Sudan, RCA and Chad by Main & Counterpart Epidemiologists.
July 2000 - March 2001	Missions to 16 West- and Central African countries by Wildlife expert. Finalised workplans, prepared operations, start capture in Chad
April 2001	Seminar on Rift Valley Fever, Dakar, Senegal
May 2001	Consultative Meeting "Reducing risk of RVF transmission", Rome
June 2001	PEU Regional Coordination Meeting in Ouagadougou, to improve collaboration and communication between Nairobi & Bamako
June 2001	IAEA Laboratory Expert takes up position in PEU, team complete
June 2001	3 rd Research coordination meeting of FAO/IAEA coordination research program on diagnosis & control of CBPP in Africa, Nairobi
September 2001	4 th AC meeting, Nairobi
October 2001	Workshop on African Swine Fever in Lomé, Togo
November 2001	Tripartite meeting on cordon sanitaire in Khartoum: Sudan, Chad, CAR and PACE conclude c.s. is ineffective "immune barrier" agree to stop vaccinations and to reformulate regional strategy in 2002
November 2001	Workshop "Update on technologies for surveillance of RP freedom", Dakar
November 2001	Workshop on CBPP, Addis Ababa
January - December 2001	Promotion of establishment of PACE epidemio-surveillance networks (ESN's), visits to: Chad, CAR, Nigeria, Kenya, Ethiopia, Senegal, Ivory Coast, Cameroon, Congo, Gabon, Burkina Faso, Togo, Guinea Conakry, Guinea Bissau, DRC, Congo/Brazzaville
January - December 2001	Preparatory work by DMU on developing database. Appraisals in Chad, Ethiopia, Sudan, Nigeria, Central African Republic, Kenya, Senegal, Ivory Coast, Cameroon, Congo, Gabon.
February 2002	1 st PEU Workshop on preparation of OIE dossiers, Abidjan
	5 th AC Meeting
June 2002	2 nd PEU Meeting in Nairobi, development of performance indicators and criteria for self-assessment of ESN's, CBPP prevalence sample frames, longitudinal studies. Research programme on RP & PPR
June 2002	Results assessment of ESN's presented in Coordination meeting, Cotonou.
June 2002	Workshop on Mild Rinderpest, Nairobi. Strategies for surveillance and eradication reviewed, new ones proposed. Role of wildlife in rp persistence more clearly defined, critical information gaps identified.
October 2002	6 th AC Meeting, Nairobi
October 2002	DMU has developed integrated database: Pan African Animal Resources Information System now available

- e) the centralised planning approach created a work load which was beyond the capacity of the PCU. This limited the time for team management and caused delays in the PCU providing feedback to national projects and CSU alike. The workload and its negatives effects on the PACE management were further compounded by the lack of an independent monitoring and evaluation unit as the PCU also carried out these tasks.

Soon after the start of PACE, the PCU and IBAR developed joint proposals for streamlining management and creating more time for team management. Unfortunately these proposals often failed to gain the approval of the lead Delegation¹². To compensate for management deficiencies, the lead Delegation became increasingly involved in the micro-management of PACE, negatively affecting trust and confidence in the PCU and the team spirit within PACE.

3.2.3. *Relevance*

Co-ordinating the country programmes and the CSUs is highly relevant for the success of PACE, i.e. strengthening national epidemio-surveillance networks, eradicating RP and controlling other major transboundary epizootic diseases. This is the main justification for the existence of the PCU.

3.2.4. *Efficiency*

At the beginning of PACE, considerable delays were experienced in the planning and initiation of PACE country projects. In particular, procurement of vehicles took up to more than two years. Other delays were and are still caused by the inefficient management of the imprest accounts by some countries. The delays observed can only partially be attributed to management of national PACE projects. To some extent, the problems were also caused by the lack of timely support and feed-back the PCU provided to these countries. Compared to the overall work load, the staffing of the PCU is inadequate, especially if one takes into account that the position of Main TA was vacant for nearly one year. To reduce the individual workload, the PCU employed in early 2001 an Administrative Assistant and assigned to the secretarial staff additional tasks related to reporting. However, these measures are still inadequate to solve the problem of actual work overload particularly on the side of the Programme Coordinator, and the PCU to provide leadership and strengthen team building.

By the end of year 3, the budgets of the PCU and the CSU were overspent in the range of 17% to 20%. This potentially forces the termination of the PCU and CSU in Nairobi by the end of 2003.

3.2.5. *Effectiveness*

The effectiveness of the PCU is measured by the extent to which the country projects are operational and achieve their outputs i.e. establishment and operation of effective epidemio-surveillance networks, eradication of Rinderpest and control of selected major epizootic diseases.

Assessment of country projects which were visited by the MTR team indicates that most of these projects experienced considerable delays at initiation and have been in operation for a relatively short period. Consequently, the country projects were only able to achieve limited outputs¹³. Overload of work delayed the PCU in giving timely feed-back to requests by national projects. The request that

¹² For instance, in early 2002 the Programme Coordinator and the Main TA submitted proposals of: establishing along the EDF guidelines a strong Project Management Unit (PMU); and the PMU managing the consultants contracts so as to apply uniform procedures and conditions, e.g. re allowances, and to strengthen the team spirit among team members. Difficulties in communication and misunderstandings between the PCU, IBAR and the lead Delegation delayed by nearly a year the start of the management consultancy for the PCU (carried out in late 2001), and the beginning of the MTR.

¹³ The observations and ranking made by the EU Monitoring Group for 10 PACE countries corroborate the results reported from the country visits by the two MTR teams: see Aide Memoire Annex 1.

To strengthen the programme management, the positions of co-ordinators at regional and national levels should be reclassified as Programme Managers and Programme Management Units (PMU).

To allow the overall Programme Coordinator/Manager in Nairobi to concentrate on his genuine tasks – providing leadership, team building, co-ordinating the various CSU and liaising with AU/IBAR and the lead Delegation – the Coordinator for East Africa should be recruited without further delays.

As part of strengthening the PMU, the roles and responsibilities of the different management positions within PACE should be reviewed and, if necessary, adjusted. Furthermore IBAR, the PMU and the lead Delegation should clarify and agree on their main functions with regard to PACE, e.g. IBAR as implementing, the PCU/PMU as managing and the lead Delegation as monitoring PACE.

The PCU/PMU should bring to the attention of and assist AU/IBAR in defining a viable long-term sustainability mechanism for the continuous and reliable coordination and management of the data generated by the national epidemio-surveillance networks at continental level.

The PCU/PMU should hire additional staff on a temporary basis so as to reduce the work backlog, e.g. in entering data into the PACE/IBAR intranet, and to increase the overall efficiency, effectiveness and impact of PACE.

circumstances into due account, the efficiency of the CU to utilise its resources, in particular TA and time, is considered problematic.

4.4. EFFECTIVENESS

The effectiveness of the CU is measured by the extent national Communication Units can a) analyse the disease situation as perceived by the major stakeholders (livestock owners, veterinarians and auxiliaries, traders and consumers); and b) plan, design and produce information and communication materials and campaigns as required for strengthening national epidemio-surveillance networks aimed at eradicating RP and controlling other major epizootic diseases.

While countries like Guinea Conakry and Ethiopia are considered capable of planning, designing, conducting and analysing the results from KAP surveys and multimedia campaigns, the majority of PACE member countries still need to develop these capacities. There are two major reasons for this lack of national capacities. During the long interim period between PARC and PACE and/or as result of the small budget allocated to communication in the PACE Global Plans, many countries lost the key staff trained under PARC in communication. The effectiveness of the CU in building up and strengthening during the first three years of PACE national communication capacities is poor.

The remaining time left to the two TAs Communication to achieve the expected outputs is around one year. To make best use of this short period and the other resources available, the PCU and CU should, as soon as possible, review jointly the existing work plans and prioritise activities and resource allocation in favour of strengthening national communication capacities.

4.5. IMPACT

The main impact or long-term effect anticipated from the CU after the termination of PACE is the capability of the national CU to regularly produce relevant communication materials and implement effective multi-media communication strategies. The CU is expected to form an integral part of the national epidemio-surveillance networks established under PACE for providing reliable disease and livestock related data at national, regional and continental level; as well as for the eradication of RP and the control of other major epizootic diseases.

So far the regional CU has just started building up and strengthening national communication capacities. In addition, restricted funding prevented national CU, e.g. in Guinea Conakry and in Ethiopia, from producing new communication and extension materials and from launching multi-media campaigns. Most used extension and communication materials were produced under PARC, and though these materials promote the old strategy of vaccination they are still in use today. The actual and potential impact the CU has achieved so far is low.

4.6. SUSTAINABILITY

The ability of national CUs to analyse specific disease situations and to develop target group-oriented multimedia information campaigns aimed at eradicating or controlling major epizootic diseases is an indicator of the sustaining flow of benefits from the regional CU after having strengthened national communication capacities. The more and better national CUs are capable of analysing and addressing specific disease situations, the higher the sustainability the regional CU has achieved.

Except in Guinea Conakry and Ethiopia, the CUs of the majority of the other PACE countries have most likely not yet reached this status. According to above definition of sustainability as the continuous flow of benefits from the national CU, the current degree of sustainability of the regional CU is unsatisfactory.

The table below indicates the PACE results and how CAPE complements their achievement.

PACE	CAPE
Reinforcing animal epidemiology services (information, diagnostic and follow-up) and control of major animal diseases.	Development of appropriate monitoring and surveillance mechanisms within community based animal health delivery systems.
Greater privatisation of veterinary services and public/private sector linkage in the field.	CAPE works closely with the VPLU unit to specifically develop privatisation schemes and animal health policies/legislation appropriate for pastoral areas
Rinderpest eradicated from Africa; greater control of other epizootic diseases, especially CBPP.	The CAPE project would bridge the operational gap within PACE through the development of effective animal health delivery systems in trans boundary and marginalized – pastoral areas. Veterinary supervised community based animal health workers (CAHWs) would be very crucial in the vaccination campaigns for the control of CBPP. CAHWs would be an important component of future epizootic disease control programmes.
At Pan- African level, sustainable co-ordination of national animal health systems and arrangements for tackling epizootic diseases set up.	Veterinary supervised CAHWs would be instrumental in response to disease emergencies.

5.3. CURRENT PROBLEMS WITH COMPLEMENTARITY OF CAPE AND PACE

There have been problems on the implementation of the “complementarily” as defined in the project documents. Activities and outputs of CAPE have not been effectively integrated into PACE. Although the PACE Coordinator acknowledges that CAPE always communicates with him through reports and e-mails, the problem has been that CAPE overlooks the Coordinator in the planning of some major activities undertaken by the unit. The MTR recommends that the PCU and the CAPE Team come up with a work plan indicating how CAPE activities and outputs are integrated into the national work plans. This can be based on the PACE Somalia component where the CAPE component is totally integrated to PACE at both the organigram and workplan level. By January 31st, this workplan should be presented to the Director who will oversee the integration process.

It was anticipated that CAPE would work in close collaboration with the Legislation and Privatisation Unit of PACE in the development of privatisation schemes and animal health policies/legislation appropriate for pastoral areas. Due to differences in philosophies and approach by the two units, there is lack of communication. Some activities are duplicated and there is no common planning even if the expected results are apparently the same. The reorganisation of veterinary services including privatisation, strengthening of the relevant ministries and the role of the CAHW or *auxiliary d’e levage* represent an issue to be solved through different approaches when considering Western or Eastern Africa.

The MTR recommends that CAPE and VPLU share the work on a geographical basis. The VPLU should continue and improve its activities in the Western and Central African Countries – where governments are already well engaged and ahead with re-organisation and privatisation of veterinary services, while CAPE focuses its activities on the Eastern African Countries. Through its team building efforts, the PCU should encourage dialogue and sharing of experiences between the two unit

CAPE Results

1. Community-based animal health delivery systems capable of epizootic disease control and surveillance are established in key ecosystems and elsewhere
2. Capacity of OAU / IBAR to champion institutional reforms is strengthened.
3. Policy and legislation to enable community-based animal health delivery systems in pastoral areas in place.
4. Relevant data and information to support policy change and scaling up of CAH services is collected and utilised by stakeholders
5. Effective Dissemination of information on animal health service delivery and best practice guidelines for pastoral areas to stakeholders within the region and internationally.

1. All participating countries with pastoral zones cease rinderpest vaccination and advance along OIE pathway.
2. OAU member states adopt recommendations for reform put forward by OAU / IBAR
3. Policy and legislation to support CAH systems changed in nations occupying 5 ecosystem areas by year 2004.
4. At least 6 publications containing information relevant to policy makers available to policy makers by year 2004.
5. Information on community-based animal health delivery systems promoted in a format appropriate for policy makers

Pace reports

National Gazettes

OIE reports

OAU reports

Legal documents at national level.

National drug inspectorates reports

FAO EMPRES publications.

CAPE reports

Project documentation

No previously unknown epizootics emerge during the programme.

Government veterinary services are able to allocate funds to pay for epizootic disease control using the private sector delivery systems.

6.2. EFFICIENCY

The unit has been extremely efficient in the sense of producing a large volume of output with a relatively small number of staff and a limited budget, perhaps even surpassing CAPE in terms of number of reports produced per unit input. Knowledge transfer at national level may not have been equally efficient; use of local trainers would have been more appropriate.

6.3. EFFECTIVENESS

Effectiveness of the unit may be expressed in terms of new projects and funding attracted, budgets for animal health increased or improved decision-making for control of animal diseases. Indications are that national budgets have not (yet) increased. However, there is some evidence of a revival of interest among donors, in particular on the part of the AfDB, possibly of NEPAD as well. The unit needs to be more closely involved in this. Work on the design of improved strategies for the control of diseases is continuing but economic considerations, so far, do not appear to have figured prominently. Effectiveness, on the whole, is considered problematic.

6.4. IMPACT

No impact indicators have been identified so far and the hypothesis used is that impact of the work of the unit can best be defined in terms of generating additional investment, whether in terms of additional budgets for surveillance or for more direct methods of disease control. Obviously, economic analysis is but one among a host of factors influencing investment decisions. Nevertheless, there is little evidence of an increase in disease control activities and impact of the work of the unit is doubtful therefore.

6.5. SUSTAINABILITY

At national level several of the larger countries have appointed full-time economists within VS departments, others have expanded socio-economic units within Ministries of Livestock and/or Agriculture and these are well-established units. Although national funding remains problematic salaries have been included in most of the national budgets and staff is likely to remain in place after closure/withdrawal of PACE. Sustainability of IBAR is yet to be decided.

6.6. RECOMMENDATIONS

The Economics unit, although small, has generated a large and diverse volume of outputs. At the request of the AC the unit has shifted the focus of its work to emphasize impacts and benefits of past investments. This may conflict with the move to redesign intervention strategies (and investments). In addition, given the general lack of reliable data, it is unlikely that conclusive results can be obtained in the short term. A more useful focus of the work of the unit is upstream on the design of new, refined, strategies for the control of diseases and the main recommendation is that the focus should shift towards development, design and ex-ante evaluation of cost-effective disease control strategies (as previously defined). This implies that the unit is brought under the aegis of the Epidemiology unit, the unit with overall responsibility for the development of disease control strategies. Work on impact evaluation, to update and revise earlier work, needs to be undertaken as well but this is of lesser priority and more appropriately contracted out to independent, research-type, organisations (as had been the case under PARC).

21. An economic assessment of the costs and benefits of rinderpest control in East Africa. Paper presented at the FAO EMPRESS Technical Consultation on GREP, Rome, Italy, September 28 – 30.
22. Privatization of animal health services in Kenya: An evaluation of the Kenya Veterinary Association Privatization Scheme (KVAPS). OAU/IBAR/PARC-ILRI, Nairobi, February, 1997. pp. 84.
23. An economic impact assessment of the Pan African Rinderpest Campaign in Ethiopia. OAU/IBAR/PARC-ILRI, Nairobi, April 1997. pp. 78.
24. Livestock situation and the Pan African Rinderpest Campaign in Ethiopia. OAU/IBAR/PARC-ILRI, Nairobi, April 1997. pp. 32.
25. An economic impact assessment of the Pan African Rinderpest Campaign in Ghana. OAU/IBAR/PARC-ILRI, Nairobi, June 1997. pp. 75.
26. An economic impact assessment of the Pan African Rinderpest Campaign in the Republic of Mali. OAU/IBAR/PARC-ILRI, Nairobi, August 1997. pp. 69.
27. Welfare effects of rinderpest control: The Pan African Rinderpest Campaign (PARC) in Ethiopia, Ghana and Mali. OAU/IBAR/PARC-ILRI, Nairobi, August 1997. pp. 35.
28. Livestock trade and marketing in Africa: Current situation and proposed strategy for development. OAU/IBAR/PARC-ILRI, Nairobi, August 1997. pp. 33.
29. Le commerce du bétail et sa commercialisation en Afrique: Situation actuelle et stratégie proposée en vue de développement. OAU/IBAR/PARC-ILRI, Nairobi, Août 1997. pp. 34.
30. Cost of rinderpest vaccinations incurred by the European Commission and National Governments in Bénin, Burkina Faso, Côte d'Ivoire, Ethiopia, Ghana, Mali, Senegal and Uganda. OAU/IBAR/PARC-ILRI, Nairobi, December 1997. pp. 28.
31. Policy reforms in the delivery of animal health services implemented under the Pan African Rinderpest Campaign. OAU/IBAR/PARC, Nairobi, April 1998.

legislation. The VLPU advisor visits PACE countries needing assistance in reorganising the veterinary sector and reviewing the relevant legislation.

The VLPU identified a set of core activities the TA is undertaking to achieve the expected results, namely:

- ✓ Promote UA/IBAR privatisation policy;
- ✓ Analyse the relationship between the Bank and the veterinary profession in each country visited;
- ✓ Foster the creation of guarantee funds to support loans for private veterinarians;
- ✓ Audit the existing memorandum of understanding between the bank and the “privatisation scheme” in countries;
- ✓ Participation to international meetings;
- ✓ Prepare the ToR for an external evaluation of privatisation process in 6 target PACE Countries;
- ✓ Audit the veterinary legislation in countries during missions;
- ✓ Circulate the guidelines on veterinary legislation;
- ✓ Meet the DVS in countries to check the status of the country vis à vis the IBAR’s guidelines and stress on the role that should be plaid by private vets and their para-veterinary networks to reinforce the official sanitary surveillance capabilities in the countries;
- ✓ General meetings between DVS and Veterinary Boards chairmen during the missions in countries, to sensitise decision makers about the necessity of reinforcing the roles of the veterinary board or council;
- ✓ Promote during missions in countries the farmers associations model to frame the activities of paravets;
- ✓ Audit the veterinary legislation in countries during missions;
- ✓ Support countries for designing their WP & CE;
- ✓ Launch a study on delivery of veterinary medicine through CAHWs in Western Africa.

The VLPU area of activity spans all PACE countries with special emphasis on privatization. The advice on the improvement of veterinary legislation and privatisation is sometimes given from the headquarter in Nairobi, as it is physically impossible to visit regularly all the national projects. The TA has indeed a budget for 120 calendar days of mission per year. Concerning this point, the TA himself quoted in the VLPU work plan: *“bearing in mind that it appears impossible for a sole TA to bring an equal quality of expertise in the 28 (now 30) countries implementing the PACE programme, special efforts will be concentrated on some pilot countries whose success in different subjects (mandats sanitaires, review of veterinary legislation, integration of private vets in epidemio-surveillance networks, use of paravets, role of farmers associations in animal diseases control, structuring of veterinary boards, re-centering the activities of state veterinary services ...) could be shown in example to other countries stayed a little behind on the privatisation process. These countries will be:*

- ✓ *Senegal and Guinée Conakry for West Africa;*
- ✓ *Chad for Central Africa;*
- ✓ *Uganda for East Africa.*

The above statement is even more topical at present, as the TA contract will probably not be extended and there is the need to consolidate the result achieved in the best performing countries before July 2003.

The collaboration with CAPE unit is a crucial activity. According to the FA, CAPE should have been

8. PANVAC, VET SCHOOLS AND RESEARCH

8.1. PANVAC

Since its creation in 1984 as an African reference centre for vaccine quality control and training, the National Veterinary Institute in Debre Zeit, Ethiopia, assured the respect of quality standards for vaccines produced in Africa and (sporadically) in other regions (i.e. Asia and Middle East). A similar centre was established in Dakar at the same time.

Up to 1989 both centres have been supported by OAU/IBAR, then from 1989 to 1993 by UNDP. In 1994, due to a severe shortage of funds, activities have been halted in both centres. In 1995, thanks to an FAO/TCP programme, activities were resumed in Debre Zeit; the Dakar laboratory remaining closed. In 1996 the EC started funding the laboratory –that hence became PANVAC- aiming at offering a reliable quality control testing for vaccines, with a special focus on Rinderpest. EC funding were halted in June 2000, to be continued under PACE. In 1997 FAO started a programme in PANVAC –so called “component B” dealing with training and quality assurance for vaccines and biological out of RP. Component B programme halted in March 2002.

In 1998 the OAU Council of Ministers decided to transform PANVAC into a specialised agency; the decision was never followed up. The AU Council of Ministers held in February 2002, rejected the proposal to move PANVAC to Dakar and recommended immediate resumption of quality control tests in PANVAC at Debre Zeit.

The PACE budget has an allocation of € 900,000 for support to PANVAC, execution of which was tendered in July 2000 and awarded to CIRAD-EMVT. Two TA vaccine production experts were supposed to be recruited through the CIRAD contract to assist with the establishment of vaccine production and quality assurance. PANVAC mandate in the PACE framework test batches of vaccines submitted by PACE National components; the costs of testing will be recovered by payments received from the National Programmes.

Up to now, no action has been taken for resuming the activities; CIRAD never started its contract as they argued that there is no written agreement between the AU/IBAR and the Ethiopian Government regarding PANVAC. In October 2002 all equipment, instruments and consumables bought during the execution of PANVAC –estimated value 580,000 US\$- have been handed over to the Ethiopian Government, namely the National Veterinary Institute in Debre Zeit, as prescribed in the memorandum of understanding between FAO and the Ethiopian Government. To resume PANVAC operations it would probably be necessary to buy again part or all the needed equipment, unless an agreement is reached with the Ethiopian Government. At present all equipment, devices and consumables are in perfect shape and used by laboratory staff for routine analyses. The position of the lab director was very critical towards PACE and CIRAD-EMVT. Even in the case that the CIRAD contract starts soon –i.e. the beginning of 2003- it is very difficult that PANVAC reaches the status of “Centre of Excellence” for vaccine quality control by the end of the programme, as it was recommended by the OUA Council of Ministers in 1998. To mobilize the TA it would be necessary to prepare and approve an *avenant* to the FA that did not foresee TA for PANVAC during the last two years of the project.

Relevance: All member of the veterinary services interviewed in the countries visited expressed the need for a quality control centre for vaccines, reiterating the relevance of an intervention to support PANVAC in the PACE programme.

Efficiency: The lab was fully equipped, but due to the end of the contract FAO and the Ethiopian Government all equipment, tools and consumable have been handed over and are not available for

The contract for research on CBPP has been signed with the world reference laboratory (CIRAD), for a total value of about 500,000 €. Activities start recently and the first report is not yet issued.

The contract for research on rinderpest was negotiated and agreed in principle with the world reference laboratory (Pirbright) for a total value of about 400,000 € and is currently under appraisal and approval of the EC Delegation in Nairobi. It is due to start by mid 2003.

The research on environment impact linked to livestock activities has not yet been identified. Just recently the main TA re-launched the activity identifying possible topics to study, such as: abattoir impact on the environment in N'Djamena, Dakar and Abidjan; cattle migration route impact in Awash valley and the Western part of Kenya. The studies will be subcontracted to local Universities or specialised agencies up to a maximum of 200,000 €.

At present it is impossible to evaluate the research component of PACE as activities started too recently or not yet and there is insufficient information available.

KENYA COUNTRY PROGRAMME

SUMMARY of SCORES on EVALUATION CRITERIA

Criterion	Score	Key comment
Relevance	c	logframe needs revision
Efficiency	d	very poor first year
Effectiveness	c	no progress OIE pathway
Impact	n.a.	too early to assess
Sustainability	c	not sustainable without subsidy

Background and Introduction

Members of the MTR team visited the Kenya country programme during the period 13 to 19 October. A site visit was made to North-Eastern part of Kenya to observe trade of livestock from Somalia to Kenya and meet district staff engaged in surveillance activities. Key documents were reviewed and PACE(K) staff was interviewed to determine progress, evaluate performance and identify key factors in the success/failure of the programme. The report of a recent monitoring visit by an EU external monitor served as a useful introduction, as were the global plan and the year 1 work plan. Basic indicators for monitoring and evaluation are presented in the global plan but reporting, so far, has not used the same indicators. The year 2 work plan was under preparation at the time of the visit, it was almost to be approved by the end of the mission.

At the end of the PARC programme, an impact assessment study was commissioned to the Reading University. The relevant report was not yet obtained.

Kenya participated in the earlier PARC(K) programme and had a separate programme called EPERK (Emergency Programme for the Eradication of Rinderpest in Kenya). The period 1998-2000 was covered through an extension of the EPERK project. This supported both vaccination and surveillance. The gap between PARC and PACE, because of the extension of the EPERK programme, was limited to 9 months and appears not to have had major repercussions.

The first proposal for the Kenya PACE programme was formulated in 1997. It covered a three-year period with a total budget of € 4.5 mln.¹. Subsequent versions of the programme were prepared culminating in the Global Plan with an overall budget of € 4.1 mln. for four years. Allocations for privatisation and control components were reduced, in part because, according to PACE(K) staff, 'the bulk of the proposed activities under thrust II were to be funded by another donor'. Year 1 workplan was approved in May 2001 and the first instalment of funds was received in October 2001 which is taken as the effective starting date of the PACE-Kenya programme. The termination date would then be October 2005, one year after the closing date of PACE.

Efficiency

Very cumbersome procedures have led to delays and underspending. The P.S. of the Ministry of Agriculture has justified the prior approval of individual items of operational expenditure –for amounts of as little as shs. 100.000 (€ 1300)- by the absence of TA. However, TA is not required for approval of routine expenditure already approved in the global and the annual plans and this would constitute an inefficient use of TA.

No attempt has been made yet to determine unit costs for surveillance, collection and analysis of samples. Data are available to allow unit costs to be calculated and thus help in determining efficiency of operations. It is strongly recommended therefore that these data are compiled and included in (annual) progress reports.

Effectiveness

Preliminary indications are that specific objectives in terms of OIE pathway will not be achieved in the near future. How can surveillance be effective when everybody agrees that shs. 100.000 per district per year is insufficient for a proper surveillance system (even passive surveillance) ?

An outbreak of infectious disease in cattle was reported in the north (Laikipia) in mid November 2002. A suspicion of rinderpest was issued. The reaction has been quite prompt, samples have been collected on the spot and sent to Muguga lab, but not to the world reference lab for rinderpest at Pirbright. The results are not yet officially issued, Kenyan authorities declared that it is not rinderpest but foot and mouth disease. In case the results are positive for RP, the Kenyan Government cannot ask for emergency funds at regional level, as their emergency plan is neither ready nor approved.

The delivery of veterinary services is well working in urban and high production areas, where private veterinarians installed their practices without having access to credit or other external help, and sometime thriving since a long time. On the contrary, in pastoral areas veterinary services are issued mainly by non-vet professionals and/or by state veterinarians. The mission paid a visit to the Eastern districts of Garissa and Ijara, bordering with Somalia. The outcomes of the mission confirmed the lack of resources at district level, the absence of private veterinary services in pastoral areas and the dramatic reduction or collapse of community based animal health services once external aid withdraw. Access to drugs is difficult and not covering the whole area; local vet drugs trading companies and/or private vets based in Garissa have not established any vet drug network up to now. By law, only pharmacists should sell veterinary drugs. Livestock owners have to travel to the main town of Garissa to find good quality drugs, or rely on ambulant vendors in local village markets, that often sell not authorised drugs. DVOs are often selling drugs to livestock owners. A drug inspection authority recently started its activities to discourage drug smuggling and unfair competition.

Due to the scarce human and physical resources available compared with the nature of the border with both Somalia and Ethiopia (no physical or natural barriers), it is impossible to control animal movement along the border. Livestock smuggling is apparently very common.

CAPE is active in two important pastoral areas in the Western Kenyan “Sudanese” and in the Eastern Kenyan “Somali” ecosystems respectively, without coordinating closely the intervention with the PACE national coordination. CAPE is acting via local and international NGOs that assure the implementation on the spot. A CAPE supervisor is based in Wajir for the Somali ecosystem, and in Pokot for the Eastern one.

assure the sustainability of the emergency and prompt reaction system, as it happened in the case of the Laikipia outbreak: field investigations and samples analysis have been totally paid by the VSDF. The Kenyan Government is contributing to the WP2 with 41 Mln KSh, out of which 3 Mln KSh only are for operation.

The guarantee fund for privatisation established under PARC (30 Mln KSh worth) is still fully available.

Critical factors

Project staff suggested the following among the most critical factors for ultimate success/failure of the project:

Positive	Negative
✓ Enhanced awareness about disease	✓ -disbursement & procurement procedures
✓ reporting;	✓ -expectations from PACE too high;
✓ Capacity building (trained staff, equipment, software, data management)	✓ -insufficient operational funding at field level
✓ equipment	
✓ stronger links with neighbouring countries	

Conclusions/recommendations

The project has gone off to a bad start and immediate problems have overshadowed and overwhelmed the underlying problems related to poor design and lack of ownership.

The Meru outbreak overshadowed the first months of the programme, procurement delays and unusually complicated rules for the operation of the imprest account have dominated the subsequent months of the programme. Together they explain why little real progress has been achieved and why, so far, the performance of the programme is poor. However, it is likely that these problems will soon be overcome.

Underlying, more fundamental problems also need to be resolved if the programme is to succeed in its primary aim, the creation of a sustainable system of surveillance and control of epizootic diseases.

Clarification of priority final objectives and coherence between activities, outputs and objectives, can best be achieved through stakeholder workshop with participation of all major stakeholders. Donors may then indicate which of the components they would wish to fund.

For PACE, the choice is between assistance towards building up of sustainable surveillance systems and eradication of (mild) RP. The latter is more of a donor (self) interest and should therefore be funded through donor provided subsidies.

Actual control of a disease, for PACE, is a more distant goal.

Average response time (6 months) currently too long to ensure effective control and/or eradication of diseases.

Surveillance currently need to be subsidised and can not be transferred to private sector in the short term. It is recommended to increase the efforts for privatising the veterinary services, especially the

SUDAN COUNTRY PROGRAMME – SUB-PROJECT SOUTHERN SUDAN

Summary of Scores on Evaluation Criteria

Criterion	Score	Key Comments
Relevance	A	Southern Sudan remains one of the focal areas of the RP virus: therefore, eradication of RP still highly relevant.
Efficiency	A	Quick transfer of funds and, quick procurement and speedy implementation of work plan.
Effectiveness	B	By honouring a political decision of March 2002, vaccination campaign was stopped before obtaining 80% vaccination rate
Impact	B	Impact of PACE SS sub-project reduced due to the sub-optimal vaccination rate obtained during the first half of 2002.
Sustainability	C	100% external funding of epidemio-surveillance network; however, CAHW may form the nucleus for future livestock development and the entry point for rural development.

Background and Introduction

The long-running civil war in Sudan caused and, for the foreseeable future, may continue to cause severe problems that will impede animal disease surveillance and the delivery of veterinary services in Southern Sudan.

In the early 1990s, the UNICEF Operation Lifeline Sudan (OLS) Southern Sector (SS) Livestock Programme coordinated a community-based animal health programme to eradicate Rinderpest (RP) in Southern Sudan. Key features of this programme were: mass vaccinations through a system of community-based animal health workers (CAHW) delivering heat stable vaccines under the supervision of Animal Health Auxiliaries (AHA) and stockpersons; and the involvement of various NGOs cooperating and coordinating their activities with OLS-SS. Within a few years, a substantial reduction in outbreaks of RP could be achieved.

In the late 1990s and with the support from Pan-African Rinderpest Campaign (PARC), OLS began to consider options of following the Office International des Epizooties (OIE) pathway for RP eradication, requiring major changes in strategy, in particular stopping mass vaccinations and focussing on surveillance, outbreak investigation and control.

In May 1998, OAU-IBAR signed a one year agreement with UNICEF-OLS to support on-going efforts to eradicate RP in Southern Sudan as part of its Household Food Security Project/Livestock Programme. Funding was delayed and implementation extended over a period of 2 years. In this period, UNICEF handed over coordination of the Livestock Programme to FAO-OLS. The major activity was an annual average of 500,000 vaccinations of cattle against RP. As result of persistent security problems, not all areas/cattle could be covered and vaccinated. This project ended in August 2000 and submitted its final report in March 2001. An evaluation of the RP related activities carried out in early 2001 concluded that there is no alternative to the CAHW based system of eradicating RP in Southern Sudan. Southern Sudan remains one of the last 2 foci of RP in Africa, though since 1998,

ii) PACE: Global Plan and Progress

Global Plan

In June 2001, the lead Delegation in Nairobi, Kenya signed the Global Plan for Sudan with a total budget of € 5,317,245, of which € 2,862,245 are allocated to the northern component, and € 2,455,000 to the southern component.

The logical framework corresponds largely to the LF of the Financing Agreement. The wording of the specific objectives in the FA differs to some extent with the specific objective/purpose of the Global Plan for Sudan. While the FA has two specific objectives dealing with the strengthening of the capacity to assess the technical and economic aspects of animal diseases and to generate appropriate programmes for their control (1) and safeguarding animal health against major epizootic diseases (OIE List A) in Africa (2), the purpose stated in the Global Plan for Sudan summarises specific objectives 1 and 2 and focuses it on eradicating RP.

Goal and purpose for the northern and southern component are identical, however, results are formulated differently in that the results for the northern component are more elaborate and closer to the wording of the FA. Closer examination reveals however that in substance, the results of the two components differ little, if at all.

The activities listed under the 4 results are to some extent repetitive. In particular activities related to training and coordination appear under all 4 results and sometimes as duplication. This makes reporting lengthy and insufficiently transparent.

Progress Southern Sudan

By early November 2001, the Delegation of the European Commission in Nairobi, Kenya, the Regional Authorizing Officer and the INGO VSF-B signed the tripartite grant contract over € ,650,500 to implement PACE Sudan, Southern component. This agreement covers an initial period of two years, with the option for extending it by 18 months.

In a relatively short time, VSF-B was able to recruit the staff as indicated in the budget plan of the contract, and in early January 2002 started field operations. According to the Work Plan and Cost Estimates for year 2 starting on 1 November 2002, the project team spent for year 1 € 235,000 less than planned (€950,000). The balance is carried forward to the second year and budgeted mainly for the hiring of a fourth field veterinarian under component number 3, Fight against RP.

Since its start, VSF-B has achieved a remarkable progress in implementing the Work Plan of year 1. From the start, VSF-B has executed the coordination of NGOs involved in eradicating RP in Southern Sudan, a task taken over from FAO-OLS. By March 2002, the office building in Lokichogio was completed and fully operational, training was being provided to CAHW and AHA working in areas covered by VSF-B and other NGOs, and border harmonisation meetings were in the process of being carried out with Ethiopia, Kenya, and Uganda. Activities were and are regularly coordinated with UNOS, e.g. in meetings held in Khartoum and during other meetings and workshops when the two parties meet.

Between February and 30 June 2002, VSF Germany, with funding from USAID, carried out in Boma area of Eastern Equatoria the last vaccination campaign against RP in Southern Sudan. VSF-B supported VSF-G by assisting in setting up operations, by training and orienting field staff and by

Efficiency

According to the Grant Contract there are three financial allocations, the first to be paid at the beginning of the programme as advance payment of 80% of the first year budget⁶, the intermediate annual payment or second payment to be requested and paid before the end of year one, and the third forecast final payment to be requested by VSF-B and to be made by the EC Delegation in Nairobi towards the end of the second year of the contract. So far, VSF-B has never experienced problems in funding its activities as a result of delays in transferring EDF funds to the project account. Less than 6 weeks after the signing of the contract, the advance payment was transferred to the account of VSF-B. In year 1, VSF-B was able to spend only 71% of the total budget⁷. In year 2, this balance is planned to be used for employing another field veterinarian to cover geographical areas left out so far, and for strengthening coordination, the delivery of veterinary services and the control of other epizootics⁸. The second payment was requested in November 2002. The first auditing of the books of VSF-B with regard to the use of EDF funds provided under this grant contract is planned for January – February 2003.

Based on observations made during the field visit and on discussions with VSF-B staff, the following remarks address major recommendations given by the evaluation mission of early 2001⁹.

The project has revised the extension training manual for field staff according to the focus of surveillance of the new RP eradication strategy. It has also produced corresponding extension materials and is in the process of distributing them through the different NGOs to CAHW and stockpersons. This activity is part of systematic refresher training courses given semi-annually by VSF-B and other NGOs to CAHW and stockpersons on surveillance and other relevant issues.

Less progress was obtained in CAHW forming associations as a first step in the process of privatising animal health services. Besides the general uncertainty prevailing as a result of the political situation, it seems difficult to bring CAHW of different ethnic groups together and forming CAHW associations. Similarly, in the traditional nomadic societies, selecting CAHW depends largely on the decision of chiefs and elders and less on a democratic selection process. With regard to cost recovery of drugs and vaccines, the prices charged cover barely the actual costs for buying the drugs and do not include transport, storage and other overhead costs. Due to lack of cash as result of extreme difficulties in selling livestock, livestock owners tend to pay in kind, e.g. goats and chicken. The CAHW and the stockpersons face similar difficulties in selling these animals in order to obtain cash for replenishing drug stocks. Little progress was also made with regard to clarifying the ownership and management of

⁶ According to the Financial Controller of PACE, a first payment of 80% of the first year annual budget is the standard procedure for international NGOs contracted under the EDF; the 80% of the first year annual budget is equivalent to about 46% of the contractual sum.

⁷ The main reasons for spending € 255,000 less than planned are as follows (figures in bracket is amount in €): a) implementation started only in January, thus covering just 10 instead of 12 months (25,000); b) due to security considerations, the wildlife survey was not carried out (50,000); c) contingency funds had not to be used because of no outbreak (30,000); d) vaccinations in 2002 were less than originally planned because the targeted areas were drastically reduced, and therefore, less vaccines were purchased (50,000); e) due to less vaccinations, less payments had to be made to vaccinators, and the surveillance system became effective in mid-2002 only (30,000); f) CBPP component was given lower priority than getting the RP activities going (50,000); and g) less funds than budgeted were needed for air and road transport because there was no major outbreak of RP (20,000).

⁸ The use in year 2 of the total carry over from year 1 is budgeted as follows (in €): result 1: + 58,150; result 2: +17,000; result 3: + 189,850; and result 4: +15,000. Less contingencies of 45,000 gives a total of 235,000.

The total annual expenditures by all donors and NGOs for implementing animal health related activities in Southern Sudan are estimated to be around US\$ 10 million, of which EDF funds channelled through VSF-B cover around 10% of the estimated total annual expenditures¹³. While VSF-B spends about 90% of its EDF funds on eradicating RP, the share of eradicating RP is for the other organisations estimated at around 5-10% of their total budget of about\$ 9 million, which is about equivalent to the annual budget of VSF-B¹⁴. Considering the central role and the effective execution of its work plan, the contribution of VSF-B in achieving the results of the concerted effort is, believed to be higher than its financial contributions.

With the coordination carried out by VSF-B, the CAHW and the NGOs established an effective passive and active disease surveillance network. Depending on the general security conditions, active rumour searching for symptoms of the stomatitis – enteritis complex is carried out promptly and effectively¹⁵.

Though the premature termination of vaccinations in Eastern Equatoria has to be attributed to a more political decision at the highest government level, the effectiveness of PACE in eradicating RP in Southern Sudan was considerably reduced.

Impact

The MTR shares the previously expressed view that the CAHS approach is, under the conditions of civil war, the only viable approach for eradicating RP and establishing veterinary services as a pivotal element of a strategy for poverty alleviation in a mainly livestock based economy and society.

The most tangible benefit and impact for the farmers is the absence of RP since 1998, the year with the last confirmed outbreak of RP. With the cessation of mass vaccination in June 2002 and the continued surveillance along the OIE pathway for the eradication of RP, Sudan may in 2005 be able to declare the northern part of the country as being free of RP. This will increase the export market to Middle Eastern countries. Succeeding to eradicate RP in Northern Sudan will be a major milestone and factor for increasing the income from the sale of cattle and improving the livelihood conditions of livestock owners. A positive effect on cattle sales from Southern Sudan is expected.

The influence PACE sub-project Southern Sudan has on eradicating RP has increased as result of VSF-B coordinating the surveillance network and all RP related activities of all NGOs, including the overall preparations and the preparedness for future outbreaks of RP in Southern Sudan.

The low average vaccination rate achieved in the first half of 2002 may indicate that RP is not yet eradicated in Southern Sudan and may recur in less than 5 years from now.

Sustainability

In the absence of a functioning government in Southern Sudan, the investment and operational costs for eradicating RP and setting-up a CBAHS are fully borne by foreign contributions. Though a temporary cease fire was declared on 14 October 2002, and peace negotiations between GOS (North) and the SPLM of the South have started, the establishment of a functioning government able to take over a progressive contribution to the running costs of the epidemiological surveillance network in Southern Sudan will under the most favourable conditions most likely not happen before the end of

¹³ These estimates are based on the assessment by VSF-B.

¹⁴ The other organisations/NGOs spend most of their funds on training activities and general CAH systems.

Critical Factors

Strengths	Weaknesses	Opportunities	Threats
<p>Simple and straight-forward administrative procedures</p> <p>Generous funding: sufficient funds from PACE are supplemented from other donors/ projects, e.g. DFID/ CAPE, and USAID (co-financing of activities)</p> <p>Quick recruitment of an excellent project team with many years of veterinary field experience in Southern Sudan, personal dedication, and hard working attitude</p> <p>Uniform approach developed over the years still accepted and followed by all major stakeholders</p> <p>In the past, a simple message and activity (mass vaccination against RP) yielded livestock owners immediate visible and convincing results; current and future activities (can) benefit from it</p>	<p>Nearly 20 years of civil war plus cattle rustling between the different tribes since time immemorial</p> <p>Administrative delays in the interim/ preparatory phase between PARC and PACE</p> <p>Political difficulties and overload of work delayed the formulation and start of PACE in Southern Sudan</p> <p>Low vaccination rate may cause a resurgence of RP in 2-5 years, particularly in those parts of Southern Sudan which during vaccination campaigns were insecure and inaccessible even to CAHW</p> <p>The attitude and conditions created since the start of the civil war by free distribution of food and other basic items are not conducive for privatising part of veterinary services</p>	<p>To integrate the approach of and experiences made with CAHW as an entry point into future rural development efforts</p>	<p>Continued political instability and resumption of civil war</p> <p>Continued free donation of food from OLS may further erode the self-help spirit and willingness to buy services and goods</p>

B and a more active involvement by the PACE Coordinator, particularly in defining the future control strategy for CBPP in Southern Sudan.

APPENDIX 1: RANKING AND ASSESSMENT OF COMMON SERVICES UNITS

Ranking of units by project staff

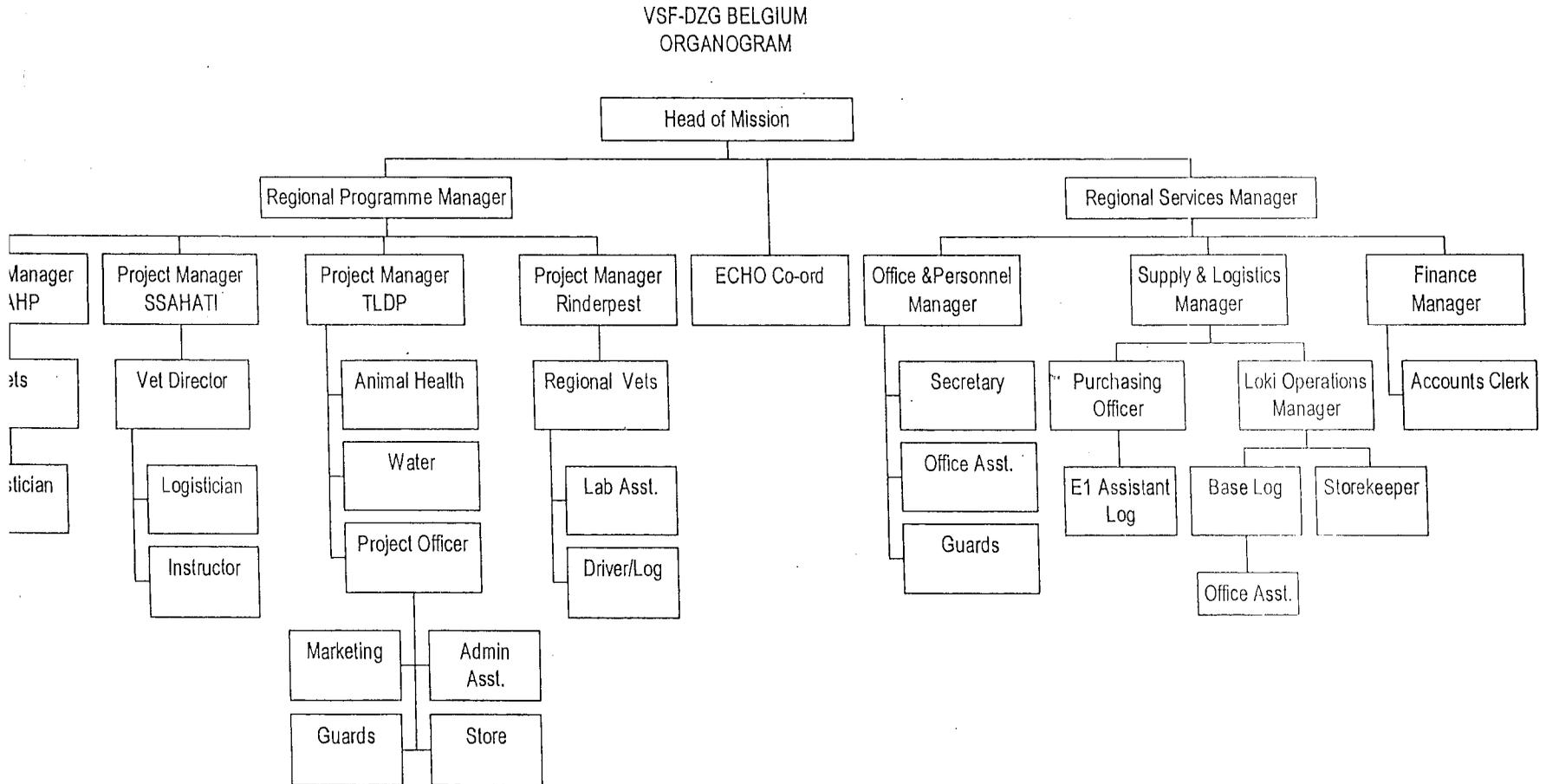
- 1 Epidemiology
- 2 CAPE
- 3 Wildlife Epidemiology
- 4 Communication
- 5 Data Management Unit
- 6 Coordination
- 7 Privatisation
- 8 Economics
- 9 PANVAC

Assessment of the Common Service Units

PACE SS considers the PACE Epidemiological Unit as the most important and relevant of PACE Common Service Units for its work in Southern Sudan. However, VSF-B considers the attention PEU has given in the past to PACE SS as insufficient (rated as B). This applies particularly to the development of a control strategy for CBPP, and to the planned wildlife survey. VSF-B considers the work of the Data Management Unit as more relevant for documenting information related to the OIE pathway of eradicating RP and less to building up CAHS as PACE SS is mainly doing. The relevance of the Communication Unit for the work of PACE SS is considered very relevant, while overall cooperation and routine interactions between VSF-B and the Communication Unit in OAU-IBAR/PACE fall rather short of the potential a more intensive cooperation could yield. The cooperation with the Legislation and Privatisation Sub-Unit is rated as poor, while VSF-B has a very intensive and direct working relationship with CAPE Sub-Unit in developing jointly the CAHS in Southern Sudan. There are hardly any contacts to the Economics Unit mostly because VSF-B considers the work of the Economics Unit of little relevance to the problems and situation in SS. To obtain the services from the Finance Unit requires from VSF-B a pro-active approach, though the Grant Contract allows VSF-B to manage the PACE SS sub-project rather efficiently without undue interference from either the Finance Unit of PACE or the EC Delegation.

According to the Global Plan, setting up by the PACE Programme Coordinator of the RP Eradication Coordination Group for monitoring progress, reviewing strategy and harmonising activities has not yet been established. Delegating part of this responsibility to the lead NGO has also not been clarified, leaving for the time-being this decision making body defunct. Currently only consultations between OLS and VSF-B are taking place, and in the absence of the PACE Coordination, decisions on pending

Organogramme 2: Set-up of VSF - Belgium in Kenya



Ghana Country Programme

Summary of Scores on Evaluation Criteria

Criterion	Score	Key Comments
Relevance	B	The critical attitude of the VSD towards decentralisation and the unified extension approach limit the relevance of PACE.
Efficiency	C	Delays in procurement and poor project management.
Effectiveness	C	Generally low disease reporting rates and poor progress reporting.
Impact	C	No direct impact assessment carried out by PACE; based on MTR observations, low impact of PACE at institutional level; so far, PACE has not developed links to livestock owners.
Sustainability	C	Financial commitment by government needs to be ascertained.

Background and Introduction

In 1992, Ghana joined PARC with the Veterinary Services Department (VSD) of the Ministry of Food and Agriculture (MOFA) as the national executing agency. During the next 5 years PARC intensified the annual mass vaccinations, reaching in the final year of 1996 92% of the total cattle population. By September 1997, Ghana declared provisional freedom from RP.

When PARC Ghana ended officially in March 1999, it had achieved the following six major results:

- (1) in September 1997, Ghana was provisionally declared free of RP;
- (2) the institutional and technical capacities of the VSD were strengthened;
- (3) border harmonisation meetings were instigated and held with Togo, Cote d'Ivoire and Burkina Faso;
- (4) Livestock Farmers Associations (LFA) and women's groups had been formed;
- (5) a serum-bank had been established at the central veterinary laboratory in Accra; and
- (6) the operational capacity of the VSD had been improved through the purchase of essential equipment and vehicles¹⁶.

Since the end of PARC, Ghana has continued its operations of eradicating RP along the OIE pathway, with passive and active disease reporting and epidemio-surveillance being the main activities on its way of declaring freedom from RP as envisaged for the year 2005.

In 1997, Ghana embarked on a general policy of decentralisation and on introducing the unified extension approach (UEA). Particularly in the course of introducing the UEA, the previous strong and effective line of command in the VSD was dismantled and the veterinary technical field staff integrated into the general extension staff. This resulted into the weakening of the disease reporting and surveillance network. Until now, the VSD has not yet re-defined its position in the new

Reading and analysing these documents is very confusing and time consuming. A more detailed analysis of the logical framework and the work plans of these three documents is given in Appendix 1.

In the Global Plan, a total of € 26,000 or 2.6% of the total budget is allocated to result 2, privatisation. For the MTR team it is indeed surprising that in planning PACE Ghana, so little importance was given to privatising veterinary services, including supporting and strengthening community based veterinary and livestock organisations of the livestock owners, and that both the EC Delegation to Ghana, and the Coordination and the Advisory Committee of PACE endorsed this budget. The economic situation and expected difficulties in guaranteeing the effective use of funds for the destined purpose of privatisation was given as the main reason for allocating € 26,000 only for privatisation in the Global Plan. At the end of PARC, the same reasoning caused the Delegation to hesitate and finally withdraw the guarantee fund of ECU 200,000 originally allocated for privatisation under PARC.

Progress

Progress achieved so far is contained in the First Year Report April 2001 to April 2002 of May 2002, in a separate Mid Term Report prepared in October 2002, and in quarterly reports¹⁹. However, with clearly defined indicators missing in the Global Plan and the annual work plans, and incomplete reporting, assessing progress is rather difficult²⁰.

Since the start of PACE, the Technical Committee comprising Director of the VSD, National Coordinator of PACE and the major VSD technical staff meets regularly. The Steering Committee is supposed to meet once annually; so far, only a first informal meeting took place in September 2002.

PACE has focused its activities on staff development and capacity building mainly at the national and regional level. Since the start of PACE, PACE and the VSD has not maintained and strengthened the direct links to the grassroots level built up under PARC, e.g. to the Agriculture Extension Agents (AEA), to livestock owners/Livestock Farmers Associations (LFA) and to women's groups. With regard to privatisation of veterinary services and strengthening community based veterinary structures (result 2), PACE funded one training course in business management held in June 2002 for 10 private and 10 aspirant private veterinarians.

PACE continued supporting the epidemio-surveillance of RP and other major epizootic diseases in Ghana, though initially the level of passive disease reporting was below the set targets.

With support from a 2-man AU/IBAR mission in August 2002, PACE Ghana produced a second draft of the dossier required by OIE for declaration of freedom from RP, and the "RP Emergency Preparedness Plan for Ghana"; both documents were submitted to AU/IBAR in September 2002.

Major activities with regard to Result 4, Improved Control of other Epizootic Diseases, include training in recognizing symptoms of CBPP for some 30 meat inspectors, stock breeders and lab technicians, and finalizing the report on the economic impact assessment of ASF in Ghana in February 2002. The control strategy for CBPP is under preparation. To strengthen the surveillance network, PACE has so far not directly trained AEA and/or retrained CLW and members of FLA and Women's groups. Except for radio announcements about controlling the spread of ASF, no other extension and communication materials were produced. Mainly due to a lack of cooperation from neighboring

¹⁹ In the Annual Report and the MTR report, about half of the activities listed in Work Plan 1 and Work Plan 2 are directly reported on. Of the 6 quarterly reports due since the start of PACE, the first three reports covering the period April to December 2001 are available, while the quarterly reports 4-6 are still pending.

²⁰ The assessment of progress differs to some extent from the assessment as contained in Tableau 5: Mesure des

forms and sent forms and stamps to the 32 sampling points. Overall passive reporting from all 110 districts nevertheless remains well below 50%. Since several years, the Veterinary Central Laboratory in Pong Tamale, responsible for epidemio-surveillance in the Northern part of Ghana and for the production of vaccines has been steadily eroding as a result of mismanagement. The laboratory was found to be suffering from general neglect and disrepair with the telephone cut off due to unpaid bills.

Management: In year 1, the following major sub-activities were expected to be carried out with regard to setting up the project organisations:

- a) agreeing on staff members of VSD working with and for PACE, including agreeing on working time allocated for PACE;
- b) formulating and approving TOR for all staff members working for PACE;
- c) setting up the Technical Committee and the Steering Committee;
- d) drafting and agreeing on the organogramme of PACE within VSD, at regional and district level, and clarifying the line of command;
- e) setting up internal communication and operational procedures, including staff meeting schedule, reporting format and schedule;
- f) administrative procedures and others.

Except for the Technical Committee which meets regularly, all other organisation and management related activities seem to have been at best partially carried out. At the time of the MTR, project organisations, planning, coordination and implementation procedures and organogramme have not been available in writing. PACE as a project was invisible, e.g. no PACE nor EU stickers had been put on the vehicles or equipment bought with EDF funds, and no PACE team member had PACE business cards.

In the Global Plan, all vehicles and motorbikes from PARC were declared as unserviceable. The 4 new vehicles ordered during the first quarter of PACE were finally delivered in July 2002. In the same month, 3 note book and 5 desktop computers plus a copy machine were received, and a LAN network was installed. All vehicles and computers were assigned to Accra based staff members.

Cooperation and coordination with Bamako and Nairobi: cooperation and coordination of PACE Ghana with the Regional Office in Bamako and with PACE Nairobi are irregular and mostly restricted to regional coordination meetings. PACE Ghana feels neglected by the Regional Coordination Unit at Bamako. The proposal that the Communication Unit in Nairobi should attend to Ghana still needs to be decided by Nairobi and Bamako. Ghana was not invited to attend the training course on communication in September 2002, nor to the CAPE workshop held in October 2002 in Mombasa, Kenya. Ghana was also not involved in carrying out the regional training needs assessment and in formulating the regional staff training plan for West and Central Africa as planned for year 1. In WP 2, formulating a training plan is maintained under activity 2.3.8, commissioned studies/training need assessment.

Already in WP 1, the number of international trips and corresponding budget allocations was high (8 trips and € 16,000). In WP 2 the number and budget for international trips more than doubled, and the DSA paid at national level for meetings, workshops and trainings increased by 50%. Simultaneously, allocations to the grassroots level were already small in the first year and declined further in WP 2. This widening gap between funds allocated to the intermediaries and the final target group is truly disturbing. Numerous opportunities in strengthening disease surveillance at the level of the livestock owners, e.g. retraining of old and training of new AEW and CLW, assisting livestock keepers in forming Farmers Livestock Associations and women's groups, are currently not at all addressed nor funded by PACE.

from FAO, assessed the socio-economic impact of ASF²². In year 2, data collection started on assessing the economic impact of CBPP.

So far, PACE was not involved in strengthening the capability of Agricultural Extension Agents (AEA) in recognising and reporting major livestock diseases, e.g. by training AEA as trainers for CLW and farmers in recognising and identifying symptoms of major livestock diseases. As such, farmers have so far benefited very little from PACE through its capacity building at grassroots level.

With regard to privatisation, the impact of PACE is and will remain negligible unless the VSD changes its position towards privatisation of veterinary services and more resources are allocated towards privatisation in the second half of the programme.

Sustainability

According to general understanding, governments are expected to take over an increasing share of the operational costs needed to run the national epidemio-surveillance networks, particularly in year 4 and 5 of PACE country projects. As stipulated in the Global Plan for Ghana, the GOG will allocate to the surveillance network for year 4 and year 5 a total amount of cedi 107,000 and cedi 121,000 under results 1, 3 and 4, respectively (see table below). Under the current exchange rate cedi : € of 8,000 : 1, these amounts are equivalent to € 13.38 and € 15.13 for year 4 and year 5, respectively.

Global Plan PACE Ghana: Proposed Government Contributions by Result in Year 4 and Year 5

Result	Year 4	Year 5	Total
R1: Epidemio-Surveillance	45,000	46,000	91,000
R2: Privatisation	2,200,273	2,197,272	4,397,546
R3: Rinderpest Eradication	34,000	42,000	76,000
R4: Fight against other Epizootic Diseases	28,000	33,000	61,000
Total	2,307,273	2,318,273	4,625,546

Source: Ministry of Food and Agriculture, Veterinary Services Department, Pan-African Programme for the Control of Epizootics: Ghana National Project 2000 – 2005, October 2000, Table 8.

In contrast to the amount budgeted in the Global Plan for the epidemio-surveillance, GOG pledged annual allocations of around € 275 for privatisation (result 2). Though the budget allocated by GOG to privatisation is also relatively small, in relative terms however, GOG would allocate 95% of its funds to privatisation, and only around 5% to supporting the epidemio-surveillance network - a complete reversal of the EDF budget where 97.2% is allocated to the epidemio-surveillance, eradication of RP and disease control, and only 2.8% to privatisation.

²² Socio-Economic Impact Assessment of African Swine Fever Eradication in Ghana, by A. N. Akpan, FAO

Critical Factors PACE Ghana

Strengths	Weaknesses	Opportunities	Threats
<p>achievements of PARC, in particular declaring provisional freedom from RP in 1997</p> <p>good progress along the OIE pathway by having prepared and submitted the dossier and the RP Emergency Preparedness Plan for Ghana and expected to soon declare freedom from RP</p> <p>co-financing of epidemic-surveillance activities from other donors/projects, e.g. FAO, AgSSIP</p>	<p>in the context of the evolving decentralisation and the introduced UEA, the previous line of command VSD had established from top to bottom was ruptured, and the staff of VSD weakened and partly demoralised</p> <p>staff of VSD lacks a common vision with regard to the future role of VSD in the civil service at the different administrative level functions, staff and their qualifications and responsibilities, and the line of command not yet defined for the different levels (national, regional and district) as required under decentralisation in the new administrative set-up</p> <p>no clear understanding with regard to the role of private veterinarians</p> <p>weak project coordination and management, limited level of implementation, poor reporting and little follow up by coordination</p> <p>the Central Veterinary Laboratory at Pong Tamale is considered to be at best partially operational, largely as a result of defective management</p>	<p>a reformed VSD could attract the interest and new funding from external sources and donors</p> <p>the thermostable NCD vaccine project funded by WB is an example of well-applied appropriate technology with strong impact at grassroots level. Good collaboration between the CVL and the Vet.economy have led to the success of this project which should be used as a model for further innovative approaches</p>	<p>MOFA; VSD and private vets will not (soon) agree on the future role of the major stakeholders in the delivery of veterinary services</p>

- Without further delays, the Communication Unit should produce for field staff and livestock owners extension materials planned for CBPP, PPR and NCD. The Communication Officer and other key staff members should resume national capacity building through training of trainers.
- A permanent solution for the problems of the Central Veterinary Laboratory (CVL) at Pong Tamale must urgently be sought. Taking into account the important political element in what appears to be predominantly a management issue, the approach of an external audit and/or evaluation by a third party should be followed. Conclusions and recommendations will be binding and a Government body at the appropriate level of authority will be responsible for their implementation.
- All future RP ELISA serology as well as CBPP serology should be carried out in the Accra Veterinary Laboratory. This will save money and simplify standardization procedures. Sample collection by the CVL Pong Tamale should continue. If clusters of RP-positive sera are found, these samples should be re-tested for PPR and/or submitted to a reference laboratory.

Appendix 1: Ranking and Assessment of Common Service Units

Rank	Common Service Unit
1	Epidemiology
2	Data Management Unit
3	Coordination
4	Economics
5	Communication
6	Privatisation
7	CAPE
- / -	(PANVAC and Wildlife Epidemiology not ranked)

Assessment of the Common Service Units

The approaches of the Common Services Units dealing with strengthening the epidemiological surveillance capacity of the VSD (Result 1), the eradication of RP (Result 3) and the control of other epizootics (Result 4) generally fit very well into the existing surveillance system, its capacities and the experience of the VSD. In addition, the VSD receives support from other institutions and donors, e.g. FAO and the AgSSIP, which supplement and augment the contributions PACE makes to VSD²⁴. With regard to privatisation and/or strengthening the veterinary services (Result 2), the assessment in the Global Plan is unrealistic and does not adequately and realistically capture the position of either the VSD or the actual situation in Ghana. Partly as result of this overoptimistic assessment, the activities formulated under Result 2 are unrealistic in general. Not surprisingly, of 9 sub-activities only one sub-activity (2.1) has so far been implemented, while sub-activities 2.2 to 2.9 may be implemented only after the overarching issues with regard to decentralisation and the Unified Extension Approach have been resolved in a form acceptable to the VSD.

²⁴ The FAO supported VSD in controlling and eradicating ASF, and the Agriculture Sector Strategy Investment Programme/AgSSIP will provide in the form of vaccines and epidemiological materials and equipment a very significant

the wording of the Global Plan Ghana reads 'availability of veterinary services and drugs to livestock owners developed and promoted' and misses 'privatisation' altogether. The wording of result 3 in the Global Plan, though different from the FA, reflects aptly the current status of Ghana on the pathway to eradicate RP. Result 4 of the Global Plan is fully compatible with result 4 of the FA.

At result level, the wording between FA and Global Plan differs particularly for result 2 (privatisation). Both Work Plan and Cost Estimates for year 1 and year 2 introduce different terminologies by replacing Specific Objectives (FA) or Purpose (logical framework) with Aims, and results with Headings. All 4 results are once again re-formulated, though especially for result 2 this changed wording reintroduces privatisation and therefore the objective 2, as stipulated in the FA, is better reflected than in the Global Plan.

The activities as described under Chapter 2.5 of the Global Plan differ greatly both in numbering and to some extent in content from the activities listed in Annex 3 of the Global Plan. The list of activities as contained in Work Plan and Cost Estimates for year 1 and year 2 are again different from those in the Global Plan, without giving an explanation for the changes made. In both Work Plans and Cost Estimates activities dealing with management and administration of the project are summarised under as result 5, though a heading is missing.

The general indicators of the Global Plan are not further specified in the Work Plans and Cost Estimates for year 1 and year 2, making reporting and assessment of progress difficult.

Progress Achieved

In May 2002, the First Year Report April 2001 to April 2002 was completed. For the MTR, a separate Mid Term Report was prepared in October 2002. Comparing all activities reported in the First Year Report with the complete set of activities as contained for each result in Work Plan 1 reveals that out of the total 52 activities the following 26 activities are not directly reported on: 1.8 and 1.9; 2.2 to 2.9; 3.3, 3.4 and 3.12; 4.7 and 4.8; and all but 5.8 of the 12 activities listed under 5. Reporting on result 2 (privatisation) and 5 (administration) is particularly unsystematic and poor. Assuming that only those activities which are reported on were actually carried out implies that only half of the planned activities were implemented.

Epidemio-surveillance (Results 1, 3 and 4)

Since the start of the PACE Ghana, reporting formats for passive and active disease reporting were re-designed, and 91 field veterinarians were trained in passive and active disease surveillance focused on RP. In 2000, 2001 and 2002, respectively 0, 131 and 112 herds of active RP surveillance were reported. With regard to passive surveillance, a total number of 1,100 reports being expected to be submitted per year²⁷; the total number of reports submitted per year are as follows: zero in 2000; 131 in 2001; and 112 by September 2002. In 2001, sero-surveillance was carried out in 314 herds and 4,567 cattle, with 299 samples testing positive²⁸. Based on the documented cases of active, passive and sero-surveillance, the number of cases is considerably below the statistical minimum for each type of surveillance. Filing of the submitted reports is also not systematic and remains to be completed, and not all data have been entered into the Access database of the Epidemiology Unit of VSD.

Under PACE, a second draft of the dossier required for declaration of being free from RP, "Ghana Veterinary Services Directorate, Ministry of Food and Agriculture: RP Disease Free Country" was

²⁷ From each of the 110 Districts, 10 passive disease reports are expected to be submitted annually.

The purchase of major equipment (4 Terrano 4WD vehicles, 3 notebook and 5 desktop computers plus a LAN network, office equipment and furniture) was completed in June-July 2002 when the vehicles and computers finally arrived in the project. The LAN is not yet fully operational. All equipment are used in PACE headquarters in Accra, none has been distributed to any of the 3 zones as envisaged in the Global Plan, e.g. to strengthen the regional Laboratories.

Until the MTR, little progress has been achieved with regard to developing the organigramme of PACE Ghana, and drafting TOR for the major positions in the programme²⁹. Of the two committees, the Technical Committee was constituted in April 2001 and since then has had some 10 meetings. The Steering Committee met only once informally in September 2002, just to discuss the date and agenda of its first meeting planned for November 2002.

Inadequate budget allocations for the Communication Unit in Work Plan 1 are not sufficiently addressed and corrected in WP 2. Quarterly reporting is generally delayed by several months. Monthly, quarterly and annual progress reporting on project implementation does not follow the format of the work plan and is generally incomplete. Filing is unsystematic, causing difficulties in retrieving reports and any other data and information related to project implementation. The accountant does not have an own computer and continues to do accounting manually.

General Remark

Some results as reported in Work Plan 1 were achieved either before PACE started and/or were achieved by other projects in the veterinary sector operating in parallel with PACE. The reporting, however, implies that these results are achievements of PACE, thus creating a better impression of the achievements under PACE than actually obtained. For instance, Activity 1.20³⁰ 'hold discussions related to information management and identify suitable system' states as expected result 'suitable information management systems identified'. Reported result states 'TADInfo and a programme in Access are in place', implying that during the reporting TADInfo and the Access database have been put in place. In fact, PARC introduced in 1996 the Access database, and FAO provided in 2000 TADInfo and trained three Epidemiologists in using TADInfo for the surveillance of African Swine Fever (ASF). Explanations are also required for the results achieved and the observation reported by the Communication Unit to activity 1.2 'develop appropriate communication materials and methods for control of epizootic diseases': while the First Annual Report states under 1.2 that during year 1 no promotional materials were produced, the explanation for budgetary constraints is contradicted by the financial reporting given under Chapter 6 of the First Year Report. With Rider No. 1 and Rider No. 2, cedis 11,227,568 and cedis 36,094,500 were reallocated from budget lines 3.3.5 and 4.3.1.2 to 2.3.6 and 4.3.8 for communication and public utilities and communication materials, respectively. In addition, during the first 6 months of the second year a limited number of leaflets were produced using the copy machine of PACE.

²⁹ The Coordinator, the epidemiologist and the wildlife veterinarian, the head of the laboratory services, the

Ethiopia Country Programme

SUMMARY of SCORES on EVALUATION CRITERIA

Criterion	Score	Key comments
Relevance	b	increased emphasis on thrusts 1 and 2 desirable;
Efficiency	a	good progress in spite of serious delays EU budget
Effectiveness	c	slippage OIE pathway; (s)low reporting rates;
Impact	b	rapid impact assessments give positive effects CAHW's but additional assessments needed.
Sustainability	c	weakening commitment at federal level; sustainability of CAHW's needs attention.

Background and Introduction

Members of the MTR team visited Ethiopia during the period 20 to 30 October. A brief visit was made to the Somali region to observe surveillance, functioning of animal health delivery and trade of livestock. Key documents were reviewed and PACE staff was interviewed to determine progress, evaluate performance and identify key factors in the success of the programme.

Under the PARC programme, Ethiopia declared provisional freedom from RP on a zonal basis in 1999. The PARC programme was completed in early 2000, leaving a gap between PARC and PACE of about 10 months. This period was covered through bridging funds provided by the Federal Government, with further support provided through the ADB-funded National Livestock Development Project (NLDP). No serious interruptions in regular activities appear to have occurred but Ethiopia lost the PARC-provided loan guarantee fund (about € 600.000) which was repatriated at the end of PARC when no agreement could be reached about the final recipient of the fund.

Ethiopia was among the first countries to prepare, in 1997, a national proposal for PACE. This proposal was included in the PACE formulation report of 1998. It covered a four-year period with a total budget of € 6.5 mln. (EDF grant € 4.4 mln., Government contribution € 2.1 mln.³¹). The subsequent global plan prepared in late 1999 had a budget of € 6.8 mln. for a duration of five years (EDF: € 4.5, Government € 2.3 mln.). Compared with the original proposal, the global plan shows a considerable reduction in the veterinary services delivery component (from 23% to 1%) but an

³¹ p. 10 of the 1998 Formulation report, vol. 4. The programme was approved but the period of

not therefore included in the financial statements. The budget of the (Federal) Government covered various expenditures for staff, fuel, maintenance of vehicles and travel expenses for collection of samples, amounting to approximately E.Birr 4 mln. (€ 450.000) for the two budget years 1993 and 1994 Eth.calendar, corresponding, roughly, to years 1 and 2 of the PACE programme. Actual spending amounted to about 80% of budget for the two years³³. Salaries for permanent Government staff are budgeted separately. In 1995 E.C. these amounted to close to E.Birr 0.5 mln. (€ 55.000; Federal as well as regional budgets but not including Afar and Somali regional states for which information not available at time of visit).

Relevance

Overall, the programme is well-known and strongly supported by stakeholders. It continues to have a strong focus on Government services and on Rinderpest while the component dealing with the development of veterinary services in general and of private veterinary services in particular receives less attention than intended. The guarantee fund for loans to private practitioners was retired and, unlike intentions as expressed in the global plan, no interest payments were received to finance activities in support of privatisation. This activity has therefore lost momentum. To some extent, this has been compensated by CAPE-supported activities, implemented by the Ethiopian Veterinary Association. Cooperation between PACE and CAPE has been good even if information on plans and progress made is not readily available. There has been duplication and overlap as well, in relation to extension and participatory epidemiology in particular where existing PARC/PACE expertise has been underutilised.

The strong emphasis on Rinderpest has raised questions about the continued relevance of the programme. It is widely perceived that the threat of Rinderpest has receded, in large part because of the successful campaigns conducted during PARC. However, there has not been any real progress on the way to final eradication as defined in terms of the OIE pathway and it has not been possible to declare country-wide 'provisional freedom'. The earliest possible date for complete freedom has slipped back to 2007. At the same time, other diseases, list A as well as list B, and drought-induced starvation and mortality of livestock have taken center-stage. The programme has not been able to respond to these new challenges.

As is the case with other national programmes, the logical framework of PACE Ethiopia suffers from contradictions linked to the desire to build up sustainable surveillance and reporting systems while undertaking eradication and control as well. Complimentarity and interaction between the public and private sectors are not clearly articulated, nor are objectives, results and outputs adequately and logically explained. A reformulation of the logical framework is recommended (see main report for further details).

³³ The global plan gives a figure of Eth. Birr 7.5 mln. as Government contribution for the first two years, the same figure is used in the consolidated workplans. Actual budgets for the two years was close to Birr 5 mln. while realised expenditure amounted to about Birr 4 mln.. This represented some 50% of total expenditure incurred during the two years (excluding, most probably, contributions from regional budgets about which no information has been collected. The budget for year 3 amounts to Br. 1.6 mln. against a global plan target of

regions and to the Federal Government (Prime Minister's Office) before reaching the Central Epidemiology Unit in the Federal Ministry of Agriculture. The latter has no authority over regional and district-level offices responsible for agriculture and livestock. This compromises timeliness of reporting and control of diseases.

Little progress has been achieved in respect of other indicators such as reporting and investigation of cases of S-E (not reported so far), timeliness of laboratory results (considerable delays even for routine investigations), sample sizes have been smaller than indicated in the global plan (target of 30.000 p.a.) or participation of producers in diseases reporting. With respect to 'progress along the OIE pathway', progress so far is limited to those parts of the country having earlier declared provisional freedom. Because of the Meru outbreak in 2001 and the presence of (vaccinated) animals in southern Ethiopia, the country as a whole has not been able to advance along the OIE pathway which, therefore, has slipped back (vaccination undertaken in December 2001, implying that earliest possible date of freedom from RP, according to OIE definitions, has slipped from 2005 at the end of PARC to 2007 today). As in the case of Kenya, mild RP does not appear to be a cause of major concern among livestock owners.

With respect to other epizootics finally, data collection and research on CBPP is being undertaken by a parallel project located in ILRI. Ultimately, this may lead to the formulation of control strategies. Information relating to access to veterinary services and drugs is scarce. Numbers of CAHW's trained over the last two years exceed 600 of which about 50% still be operating.

Impact

Two rapid impact studies of CAHW's have been undertaken, both showing a strongly positive result in terms of animal productivity and output. The studies were undertaken while projects were ongoing and the focus is on short-term, immediate, effects. Longer-term effects are likely to be smaller, primarily because of the high rate of dropout of CAHW's³⁴. Economic impact studies have been undertaken on RP, limited to RP1 however. The current strategy for the control of CBPP –limited vaccination- appears to be working well in the sense that the incidence of the disease is within reasonable limits; a more complete study of CBPP and potential control strategies is underway by ILRI.

Sustainability

Sustainability of activities is influenced by a number of factors, both positive and negative. Most important perhaps has been the willingness of the Federal Ministry of Agriculture and the Federal Ministry of Finance and Economic Development to continue to finance a large share of the recurrent costs, in particular during the period when no PACE funds were forthcoming. In fact, this is what kept the programme alive until now when serious delays occurred in procurement of equipment, materials and technical assistance. PACE Ethiopia was also helped by the existence of various other projects in the same Department, including projects funded by the EU, French bilateral cooperation and the ADB. It is anticipated that both Government funding and donor assistance will continue to be available for the foreseeable future to allow monitoring, surveillance and disease reporting to be continued. Indications for continued support from the regional administrations are also positive, but perhaps slightly less so than those at federal level. This is because of the cost of further decentralisation and

related ADB-financed project and several of the regions now have the capacity to undertake analyses of the major epizootics. More systematic use of these facilities coupled with the introduction of contractual arrangements based on payment on the basis of results (sample analysed and results reported within the prescribed period) will lead to more timely results, allowing quicker intervention and better control of the diseases.

Strengthening of private sector operations is well underway through the EVA and with strong support from CAPE. Additional support is recommended through direct assistance to NGO's and various CAHW programmes, through the removal of remaining (policy, legal and bureaucratic) constraints as well as through further sub-contracting and transfers of functions (the initiative with respect to participatory epidemiology is a good step forward). Collaboration between PACE and CAPE is good but it does not appear in the workplans nor is it always evident on the ground. Further collaboration and coordination of activities is required, starting with the preparation of an integrated workplan (taking the case of PACE Somalia as a model) and making use of PACE expertise in communication, extension and participatory epidemiology in particular.

As argued above, the relevance of eradication of Rinderpest, once the driving force of the programme, has faded. Even the direct control of (epizootic) diseases is now beyond the reach of the programme. Instead, the emphasis has shifted to animal health intelligence: the collection, processing and analysis of information on animal diseases. This shift of emphasis is an ongoing process and, as yet, there is no clear perspective of what the end result might be. There is doubt even that a better control of diseases will result, more so as epizootic diseases are believed to be reasonably well controlled to-day and the chief cause of mortality is drought rather than disease. Given these developments, it is recommended that the logical framework be adapted to reflect these changes. In effect, thrusts 3 and 4 need to emphasize formulation of control strategies rather than control as such. Actual control will be left to separate programmes.

Given the late start of the project and the high degree of underspending, extension of the PACE Ethiopia programme is strongly recommended.

Annex 1: Ranking of usefulness of common services and coordination:

10. Epidemiology
11. Data management
12. CAPE
13. Communication
14. Economics
15. Harmonization/coordination
16. Legislation, privatization

Annex 2 : Monitoring and Evaluation

The PACE programme prepares a large number of reports, both for the Government and for the central coordination unit in Nairobi. There is some degree of overlap between these reports but there are gaps and limitations as well. There does not currently exist a single report which provides comprehensive information about the whole of the PACE programme in Ethiopia: instead, individual reports cover

Annex 2: MOFED Project Evaluation Form (1994 E.C.)

description	weights	weights	weights	unit	target	achievement	score	score	score	score
	1994 E.C.	1995 E.C.	share of budget					1994EC	1995EC	(budget*%)
ero-surveillance										
ollection	10	10	11	'000	18	18	100%	10	10	11
analysis	20	20	22	'000	18	13,34	74%	15	15	16
RP active search	25	25	43	woreda	60	60	100%	25	25	43
RP follow-up surveillance	25	0		woreda	46	46	100%	25		
DBPP active search	0	0	7	woreda	24	57	238%	0	0	7
baseline data collection	0	15	7	woreda	134	224	167%	0	25	7
training				number						
ocal training	5	7,5	5	number	495	533	108%	5	8	5
verseas training	5	7,5	5	number	4	0	0%	0	0	0
rocurement									0	0
ocal	5	7,5		amount	750	300	40%	2	3	0
verseas	5	7,5		amount	6020	0	0%	0	0	0
total	100	100	100					82	85	89

Progrès

Le progrès apprécié en fonction de l'utilisation du budget est faible: Aucun des objectifs du programme n'a encore été complètement atteint. Surtout, les procédures compliquées d'approvisionnement (équipement, véhicules, matériel) sont inculpées de ce manque de progrès. Les causes primaires pour le progrès modeste sont l'assistance technique limitée (4 mois seulement), résultant en délais dans l'approvisionnement de véhicules et de matériel, des défauts au niveau de la gestion du projet nécessitant des rémaniements, et un manque général en ressources humaines.

Tableau 1: Utilisation des fonds DP 1 (Total 1 131 783 529)

Codes Budg.	Rubriques	Prévisions UE	Total cumulé	% Budget Utilisé	Cause
1	Renf. Cap. Serv. Publ.				
1.1/1.1.3	REPIMAT	212,579,450	49,631,440	23.3 %	Approvisionnement équipement/véhicules etc
1.2/1.2.3	Appui Labo	120,541,500	416,500	0.3 %	„
1.3/1.3.3	Cellule Coordin.	197,077,885	74,078,096	37.5 %	„
1.4/1.4.3	Communication	16,419,000	4,876,250	29.6 %	„
1.5/1.5.3	Faune sauv.	50,900,500	6,151,550	22.6 %	„
2	Amél. Serv. Eleveurs				
2.2/2.2.3	Appui Privatisation	54,910,250	9,254,000	16.8 %	„
3	Contrôle Peste Bovine				
3.1.1/3.1.3	(pers. fonct., équipmt.)	420,678,375	122,751,995	29,2%	Approvisionnement
4	Contr PPCB & Epizoot.				
4.1.1/4.1.3	(pers. fonct., équipmt.)	46,694,000	7,417,760	15,9%	„

Pertinence

Le programme en général est bien reconnu par les acteurs et continue à avoir un bon profil, surtout grâce au succès de la lutte contre la peste bovine du projet PARC. Le réseau épidémiologique est également bien profilé dans le service de l'élevage, où existe une bonne appréciation de son potentiel comme stimulant de la production animale. Egalement, ce profil favorable repose encore largement sur le succès de PARC. Cependant, le manque d'effets tangibles pour les éleveurs depuis le démarrage de "PACE" risque d'éroder l'appréciation de réseau épidémiologique. Bien que le composant du projet "Amélioration de la surveillance et du contrôle des autres épizooties" aurait maintenant une pertinence plus élevée que celle du composant "Lutte anti peste bovine", le manque de progrès/résultats réduit la

l'ensemble du programme jusqu'à maintenant, ses impacts doivent être encore négligeables. Le réseau épidémiologique offre des capacités d'assistance aux éleveurs (diagnostique microscopique rapide) avec un bon potentiel d'impacts positifs, mais seulement après la décentralisation de ces activités a été réalisée. (Voir recommandations). Des impacts à mi-terme sont prévus des activités du composant "Amélioration des services aux éleveurs". Cependant la privatisation a pas encore fait beaucoup de progrès et pas d'impact doit être encore visible dans le phase actuel du programme.

Viabilité

La viabilité pour la période du projet reposera sur les décaissements par le gouvernement Tchadien d'un total de 876.239.283 CFA sur le plan global pour la durée du projet et de la gestion/allocation de ces fonds dans l'avenir. Dans l'année 3, 5 % du budget de l'État alloué au Ministère de l'Élevage sera pris en charge, ensuite 75% pour l'année 4, et 100% pour l'année 5. Bien que le réseau épidémiologique fait partie légal des services, la continuation d'un financement adéquat n'est pas nécessairement assurée et la viabilité à long terme est incertaine. Pour l'instant il n'existent pas de provisions pour un recouvrement des coûts.

Éléments Critiques

Forces	Faiblesses	Possibilités	Menaces
Réseau épidémiologique formellement intégré dans DGRA Cadre des postes vétérinaires compétent. 25 Vétérinaires privés installés, cadre législatif	Faible efficience et sensibilité du réseau, absence de résultats utiles aux éleveurs. Laboratoire Farcha ne fonctionne pas	Meilleurs services aux éleveurs par décentralisation diagnostique microscopique "élémentaire" (frottis, etc.)	Perte d'intérêt de des éleveurs à cause d'absence de résultats et services Communication PARC-terrain difficile: Grande étendue du territoire, infrastructure faible

Recommandations

- Décentraliser les capacités de diagnostique élémentaire de laboratoire afin d'améliorer les services rendus aux éleveurs ainsi que leur appréciation des services vétérinaires. Des examens microscopiques peuvent être effectués dans les postes vétérinaires dont un certain nombre disposent déjà de microscopes (microscopes en bon état, non utilisés, présents dans trois postes sur le terrain). Avec des investissements modestes en formation (dans tous les postes il y a déjà un cadre compétent) et en matériel (microscopes simples, quelques produits chimiques), ces postes gagneront une capacité de réponse rapide et efficace. Ainsi on pourra remédier le problème d'inefficacité du laboratoire de Farcha, dont les résultats d'examen ne sont pas communiqués ou bien inutiles quand ils sont finalement rendus (plus de 5 semaines entre date du prélèvement et renvoi du résultat au poste observé, pour frottis de sang) et donner aux postes vétérinaires un moyen efficace pour assister les éleveurs.
- Suspender toutes les activités du programme PACE dans le cadre "réhabilitation du laboratoire de Farcha" jusqu' après l'audit du laboratoire, qui doit avoir lieu dans le proche avenir, et le réaménagement par le Ministère de l'Élevage qui en résultera.

List PACE Programme Tchad

Statuts	Activités prévues	Activités réalisées	Scores: 1: Progrès 2: Pertinence 3: Efficience 4: Efficacité 5: Impact 6: Viabilité					
			1	2	3	4	5	6
demi-annuelle	1.1 Etablir unité coordination au DGRA	Statut officiel "cellule REPIMAT" Etablie	A	A	B	B	D	C
	1.2 Développement programme programme de formation	Manuel produit Mars 2002	B	A	C	B	D	C
	1.3 Renforcer systèmes de rapportage	Regular reports produced, but reporting time too long	A	A	B	B	D	C
	1.4 Etablir unité epidemio-surveillance au DGRA	REPIMAT opérationel	B	A	A	B	D	C
	1.5 Etablir/développer gestion de donnés, mapping	Nombre de fiches reçu/traitées insuffisant	C	A	B	C	D	C
	1.6 Renforcer cap. diagn., rehabilitation labo Farcha	Nul: Laboratoire non-fonctionnel, attendre décision gouvernementale concernant rémaniement	D	D	D	D	D	C
	1.7 Coordonner activités du programme avec celles des sous-regions/regions	Seule réunion Tripartite Nov 2001 Pas de réunion régionale en 2002	C	B	C	D	C	C

ati an & e n giq	4.1 Enquêtes maladies prioritaires (PPCB) terrain et abattoirs	Enquêtes terrain faites, enquêtes abattoir pas encore commencées (formation inspecteurs pas faite)	B	A	C	C	D	C
	4.2 Etablir capacité diagnostique laboratoire	Impossible, labo Farcha non fonctionnel	D	A	D	D	D	C
	4.4 Réunions sensibilisation éleveurs par agents de terrain du réseau	Fait (au moins 1077 réunions sur l'ensemble du territoire)	B	A	D	D	D	C
	4. Recyclage et formation du cadre	Fait	A	A	B	B	C _{sr}	C

stratégie d'intervention dans le secteur élevage, qui a été agréée avec tous les acteurs du secteur lors des réunions participatives organisées sous le patronat de la FAO à partir de 1993.

Le montage du projet porte sur les différents piliers du monde rural –services étatiques, services privés et associations d'éleveurs- et est axé sur les différents niveaux d'intervention des services vétérinaires: niveau sous-préfectoral, préfectoral, régional, et central.

Du point de vue financier, le projet –comme toute l'économie du pays- souffre de la faiblesse de la devise Guinéenne, car le Franc Guinéen (FG) n'est pas lié au Franc CFA ni à d'autres devises fortes, et il fluctue fortement par rapport au dollar américain et à l'Euro. Le taux d'échange varie beaucoup avec une influence négative directe sur les finances du projet qui se sont réduits de 25% au cours de l'année 2002.

Etat d'avancement

Réalizations financières par composante DP1 et DP2			
	Montant FG	prévu %	Totaux des dépenses FG
1, Renforcement des services publics	422 908 000	46	409 717 499
2, Services aux éleveurs	71 579 000	8	68 771 184
3, Lutte contre la peste bovine	348 174 000	38	341 118 242
4, Lutte contre les autres épizooties	73 936 000	8	73 152 450
total:	916 597 000	100	892 759 375
Imprévu	22 465 000		
Grand Total:	939 062 000		892 759 375

Le budget des années 1 et 2 a été exécuté à un taux de 96%. Concernant les achats de biens :

Investissement	Prévision PG	Prévision DP2	Réalisation DP2
Véhicules	2	2	2
Motocyclettes	31	31	31
Ordinateurs	1	1	1
Equipements labo	5 lots	1	1
Matériels didactiques	4 lots	1	1
Congélateurs	25	15	15

L'unité de coordination s'occupe du suivi technique et budgétaire du projet, et de la coordination avec des autres projets agissant dans le secteur élevage. Le coordonnateur en effet opère comme un « directeur d'orchestre ». Dans le côté gestion financière, l'Ordonnateur National et la Délégation de la Commission Européenne ont mis en place une Cellule Centrale Comptable qui contrôle le travail des unités comptables des projets financés par la CE, y compris celui du service comptable du projet PACE.

Un réseau d'épidémiosurveillance des maladies animales en Guinée (REMGU) a été monté durant le PARC, et restructuré par le PACE. Le réseau comprend 100 postes de surveillance (sur un total de 340 dans le Pays, dont 31 engagés dans la surveillance active contre la PB), 10 vétérinaires privés mandataires et 43 agents de surveillance de la faune sauvage, déployés sur 9 aires et zones protégées. Le

Efficiences

Le projet a engagé 96% des fonds pendant le DP1 (2001) et presque la même quantité sur le DP2, qui est prêt d'être finalisé. Un bon système de comptabilité est mis en place.

Le fonds crédit pour l'installation des vétérinaires privés prévu dans le PARC n'a pas été budgétisé lors de l'exécution du projet. Un fond de garantie de 100.000.000 FG a été quand même mis en place et en suite hérité par le PACE. Ce fonds a été augmenté à 150.000.000 FG suite aux négociations avec la banque gérante qu'a apporté 50.000.000 FG. En dehors de ce fonds, le PACE a promu un crédit fournisseur avec les importateurs et distributeurs de médicaments vétérinaires. Le crédit consiste en un paiement différé à 45 ou 60 jours, avec des prix fixés au début de l'année en concertation avec l'Ordre des vétérinaires et la CTAP.

La compensation des VP pour les services rendus au PACE (i.e. formation des éleveurs) est trop faible.

Efficacité

Le suivi et coordination menés par l'unité de coordination du projet assurent le bon déroulement du projet même et évitent les duplications avec d'autres projets. En plus, le fait que la coordination soit placée dans la DNE et confiée au directeur adjoint, permet d'avoir une vision globale des projets agissant dans le domaine de l'élevage et de remplir les lacunes qui existent éventuellement. C'est le cas de la dotation en équipement aux agents des Comités de Défense Sanitaire au niveau communautaire, très importantes pour le système de surveillance REMAGUI du PACE mais financés avec des fonds provenant d'un autre projet CE.

Les informations et données épidémiologiques sont transmises mensuellement aux services centraux via les services régionaux. Sur une prévision de 396 bulletins épidémiologiques, 349 ont été effectivement reçus à la DNE, soit 88 % dont, 38,40 % sont reçus dans le délai fixé. Au niveau des services régionaux, existent des tableaux de performance du personnels basés sur les activités menées et les succès obtenus. Ces évaluations sont nécessaires aux agents d'état pour progresser dans la carrière.

Le réseau REMAGUI fonctionne de manière satisfaisante, couvrant l'ensemble du Pays. Les vétérinaires privés représentent une partie importante du réseau des services vétérinaires, couvrant 13 des 14 préfectures du pays. Les éleveurs, les communautés et les groupements de gestion des marchés participent activement à la surveillance épidémiologique.

La Guinée ne fait pas partie de l'AIEA, et pourtant les contacts internationaux pour l'acquisition de kits et outils diagnostics sont plus difficiles.

Le plan de formation des cadres du PACE est cohérent avec les objectives du projet et bien adapté aux capacités professionnelles des cadres du projet. La quantité des séances et cours de formation a été bien distribuée parmi les cadres du projet.

Impact

La PB n'existe plus dans le pays depuis plus de 30 ans. La vaccination contre la PB s'est arrêtée en 1994. La PPCB a été confinée aux régions orientales grâce à la présence du cordon sanitaire mais surtout à la sensibilisation des éleveurs sur le contrôle et l'éradication de la maladie à travers une campagne puissante de communication. Le taux de vaccination dans la zone est du pays atteint les 75% du troupeau. Le succès de la campagne de contrôle de la PPCB est démontré par l'arrêt de la

Dans le cas de la Guinée, il n'y a pas des recommandations majeures à faire dans le cadre technique et financier. Il est recommandé de mettre en place les mesures nécessaires pour garantir la viabilité du projet une fois que les financements s'arrêtent, c'est à dire le désengagement total de l'Etat des activités vétérinaires qui peuvent être confiées au secteur privé.

Les coordinations régionale et centrale du projet devraient utiliser plus l'expérience mûrie dans le projet PACE Guinée, tel qu'a été utilisée dans le cas du montage du plan global et DP1 en Guinée Equatoriale. Les échanges de professionnels bien rodés dans la structure PACE peuvent bénéficier les pays en délai d'exécution et en difficulté de démarrage, surtout dans des secteurs sous estimés et de difficile encadrement tels que la communication, la gestion des données et la privatisation.

La structuration du monde rural doit être complétée par la consolidation des liens entre les différents acteurs concernés, voir les organisations d'éleveurs, les vétérinaires privés, les auxiliaires d'élevage et les services étatiques d'élevage. Les associations et groupements d'éleveurs doivent être reconnus par la loi Guinéenne. Les services communs du PACE peuvent interagir avec les forces et autorités concernées au niveau national pour contribuer à la rédaction d'un projet de texte de loi sur le sujet et raccourcir les formalités nécessaires à son approbation.

On suggère que la Guinée soit parmi les pays qui bénéficieront des droits de tirage du projet PACE.

Annexe 1 : Classification d'utilité de PCU/CS

Classification d'utilité des services communs et unité de coordination fait par l'équipe PACE Guinée:

17. Economie
18. Data management
19. Epidémiologie (coordination)
20. Faune sauvage
21. Législation, privatisation
22. Communication
23. Management

PANVAC et CAPE n'ont pas été inclus dans la liste car ses services n'ont jamais été utilisés par le PACE Guinée.

PROGRAMME NATIONAL MALI (PACE-MALI)

Résumé des SCORES par critère d'EVALUATION

Critère	score	Commentaire
Pertinence	c	Aucun cas de PB depuis 1986; Santé animale en diminution par rapport aux autres contraintes;
Efficience	d	taux consommation budgétaire dépasse taux de réalisation physique plusieurs suspensions/blocages.
Efficacité	c	Contrôle épizooties difficile a cause d'une couverture vaccinale faible; fonctionnement réseau médiocre.
Impact	d	Aucun impact jusqu'à maintenant du PACE mais bon impact du PARC en matière de suppression de la PB et de l'appui à la privatisation.
Pérennité	b	Contribution sur budget de l'Etat selon engagements du plan global.

Introduction

Le programme national du Mali a été visité par les membres de la mission d'évaluation a mi-parcours pendant la période du 1^{er} au 8 novembre 2002. La région de Sikasso était choisie pour une visite de terrain et des rencontres avec les opérateurs tant privés que public du secteur de l'élevage et des filières viande et lait.

Le dernier cas de PB au Mali date de 1986 tandis que la vaccination a été arrêtée depuis le 31 décembre 1997. Le Mali a été parmi les premiers participants du programme PARC programme clôturé en juillet 1999. La période entre les programmes PARC et PACE a duré plus de deux ans, période pendant laquelle autres financements ont été sollicités pour assurer un minimum de continuité dans les services vétérinaires publics. Le Gouvernement a assuré le paiement des salaires des agents du réseau de surveillance EPIVET-Mali tandis que le FAO et des bailleurs de fonds bilatéraux ont financé des enquêtes sur la fièvre de la vallée du Rift. Le PARC avait aidé à la mise en place de ce réseau ainsi qu'à la mise en place d'un réseau de mandataires vétérinaires privés, qui, à l'heure actuelle comprend 110 personnes mandatées. Le Mali a également bénéficié de supports d'autres bailleurs de fonds, notamment de la coopération française et la BAD.

Le plan global du Mali, préparé en fin 1999, portait sur une période de cinq ans avec un budget total de € 1.7 mln. (don UE de € 1.2 mln. et contribution du Gouvernement de € 0.5 mln³⁶). Les devis programmes 1+2 et le plan global avaient inscrit dans leur budget une proportion substantielle pour la composante service aux éleveurs (20% environ du budget global). Suite à l'adoption, en 2001, d'une nouvelle loi portant sur l'organisation de la profession vétérinaire au Mali, la Délégation de l'UE a

Tableau 1: Structure budgets/dépenses et réalisations, DP 1&2

code/description		% du budget (plan global)	% du budget DP 1+2	Taux consommation budget	Réalisations, commentaires
1	Résultat I	73.9	58.9	50.2	surveillance passive fonctionne. surveillance active démarre en 2003.
2	Résultat II	21.2	22.6	0	aucune réalisation
3	Résultat III	4.0	6.6	0	dossier OIE et plan d'urgence sous préparation
4	Résultat IV	0.9	1.1	88.7	achat petit matériel
	Formation veto	0	10.7	100.0	activité incluse a la demande de la DCE
	Total	100	100	44.6	retard de 8 mois suite a manque de consultation pour nomination coordinateur

Source: rapport financier DP1 ; rapport trimestriel mai-juillet 2002
budget UE seulement.

Le taux de consommation du budget pour la période octobre 2000-juillet 2002 était de 45% seulement (34% après déduction du volet formation de 5 vétérinaires à Dakar). La cause principale de cette faible taux de consommation budgétaire réside dans le lenteur dans l'achat d'équipement (25 motos): modification tardive des spécifications et méconnaissance des procédures. Par conséquent, la surveillance active n'a pas encore démarré et les réalisations principales ont concerné le maintien du réseau épidémiologique en état 'fonctionnel'. Le budget de l'Etat a été utilisé pendant la période de l'interruption entre PARC et PACE ainsi que pendant la période d'interruption du programme de novembre 2002 à juillet 2003. Ces contributions de l'Etat ont été utilisées pour le paiement de salaires ainsi que pour les frais de fonctionnement de l'équipe centrale de l'EPIVET.

Les rapports d'avancement disponibles se limitent aux apports mobilisés et aux activités entreprises. Les réalisations physiques, à cause des interruptions dans le circuit de financement, se sont limitées au maintien de la fonctionnalité du réseau de surveillance épidémiologique, les formations, la préparation d'un plan d'urgence pour la lutte contre la peste bovine et la préparation du dossier de requête auprès de l'OIE pour la déclaration de pays indemne (confection et envoi rapports mensuels, élaboration plan d'urgence, préparation dossier de requête, etc.). Les rapports disponibles ne donnent pas d'information sur les résultats atteints ou à atteindre. Toutefois, un bilan a été dressé du réseau EPIVET³⁸ qui résume les activités entreprises pendant la période concernée. La conclusion est que la surveillance passive de la PB, la PPR, la FA, la FRV et la PPCB s'est déroulé normalement tandis que la surveillance active n'avait pas encore commencé, faute de moyens (fonctionnement et logistiques). L'évaluation s'est basée sur l'information disponible dans les documents de base ainsi que sur des entretiens avec les fonctionnaires, les mandataires privés et avec les éleveurs et autres acteurs de la chaîne.

surveillance ni dans le cadre du reportage régulier ni en ce qui concerne la surveillance ou l'analyse au laboratoire. En effet, le LCV refuse de travailler sur contracte et compte bénéficiaire du PACE en tant que partenaire privilégié. Il existe des possibilités pour déterminer les coûts des différents éléments et il est recommandé de lancer une étude pour calculer l'efficacité des méthodes et procédures pour procéder à la déclaration de pays indemne.

Efficacité

Le plan global (p.55) indiquait les objectifs et indicateurs suivants :

	Objectif	Indicateur
I.	capacité de contrôle de la maladie	Pourcentage (80%) des rapports reçus dans les délais prescrits (30 jours).
		Enquêtes sérologiques (env. 15,000 sérum/an, p.38 PG).
		Résultats analyse disponibles <1 mois;
II.	Peste Bovine	Progression le long du chemin PB de l'OIE.
		Plan d'urgence accepté
		Chaque cas de S-E investigué et échantillons soumises dans la semaine suivante (env. 200 cas/an)
III.	Renforcement services aux éleveurs	Nombre de postes vétérinaires augmenté.

Le réseau EPIVET-Mali, créé en 1999, était considéré 'peu fonctionnel' en mars 2002. Jusqu'à ce moment là, le réseau n'était pas encore en mesure de collecter des échantillons de sérums et de fournir les informations nécessaires. L'efficacité du réseau est donc faible, essentiellement due aux lenteurs dans l'acheminement des rapports. Pour le mois d'avril 2002, seuls les rapports de deux régions (sur huit) étaient parvenus à l'Unité Centrale dans le courant du mois de mai.

Quant aux autres indicateurs de performance (foyers déclarés/investigés, cas de S-E, temps de réponse du laboratoire), leur disponibilité est limitée. Le dossier OIE pour la déclaration de pays indemne était sous préparation au moment de la RMP. Le Mali pourrait aspirer d'obtenir la déclaration en 2006 (selon procédure accéléré, 3 années de surveillance active) ou en 2007 (absence depuis 1987 et 10 ans après dernières vaccinations). Dans les deux cas, il est nécessaire de garantir que les services vétérinaires fonctionnent en conformité avec les critères de l'OIE).

Quant aux autres épizooties, un foyer de PPCB a été confirmé dans la région de Koulikoro en août 2001. Une stratégie nationale reste à préparer dans le cadre du PACE. Pour l'instant, la vaccination est appliquée mais le taux de couverture, estimé à moins de 30%, est faible.

Impact

Une étude d'évaluation finale du PARC a été entreprise en 1999 par le CIRAD mais le rapport n'était pas disponible à Bamako au moment de la RMP. Selon les informations obtenus, confirmés par les éleveurs rencontrés, le programme PARC a connu de bons résultats, notamment en ce qui concerne la

Facteurs critiques

Les facteurs critiques de réussite identifiés par le personnel du PACE Mali comprennent les facteurs suivants :

Positif	Négatif
-appui des services communs pour rédaction documents techniques (DP, procédure OIE, plan d'urgence) ;	-manque de flexibilité dans les budgets annuels;
-mission d'appui du contrôleur financier	-manque de harmonisation dans les procédures PACE et celles de la DCE;
-formations organisées par la PCU.	-absence de tarifs officiels des perdiem.
-comité de pilotage actif	

Conclusions/recommandations

Le programme a connu un démarrage difficile et a perdu au moins un an ; en plus, l'appui au secteur privé vétérinaire reste suspendu. Les explications sont bien connues: d'une part un manque de concertation dans la nomination du coordinateur et ensuite des clauses inscrites dans la loi 01/021 du 30.5.2001 qui sont peu conformes aux normes internationales en matière de la profession vétérinaire. Une relecture des textes a été engagée par le nouveau Gouvernement et il est recommandé au PACE d'offrir une assistance en matière de législation vétérinaire et d'entamer des discussions avec les différentes catégories de professionnels une discussion en vue de résoudre les différents points de vue.

Il est important que le Mali essaie de rattraper les retards cumulés et que le programme exécute au moins quelques campagnes de surveillance active. Etant donné qu'aucun cas de PB a été constaté depuis 1986, il n'est pas opportun pour le Mali de suivre la procédure standard de l'OIE. Par contre, il est recommandé de suivre la procédure dite 'entrée directe' et d'utiliser la période restante du PACE pour expérimenter avec des méthodes de surveillance différentes, dans le but, surtout, de mieux connaître les paramètres techniques et financiers qui, ultérieurement vont déterminer la pérennité et la réussite de la stratégie de contrôle des maladies épizootiques. Ainsi, les modalités d'implication des différents acteurs: agents de l'Etat, personnel du LCV, mandataires privés et éleveurs/propriétaires de bétail doivent être expérimentés et testés avant de définir la meilleure stratégie future.

Annexe: Utilité PCU/SC

Classification des services communs PACE par degré d'utilité pour PACE Mali:

24. Coordination/harmonisation
25. Epidémiologie
26. Communication
27. Economie
28. Data management
29. Privatisation/ législation