

Development  
Researchers'  
Network

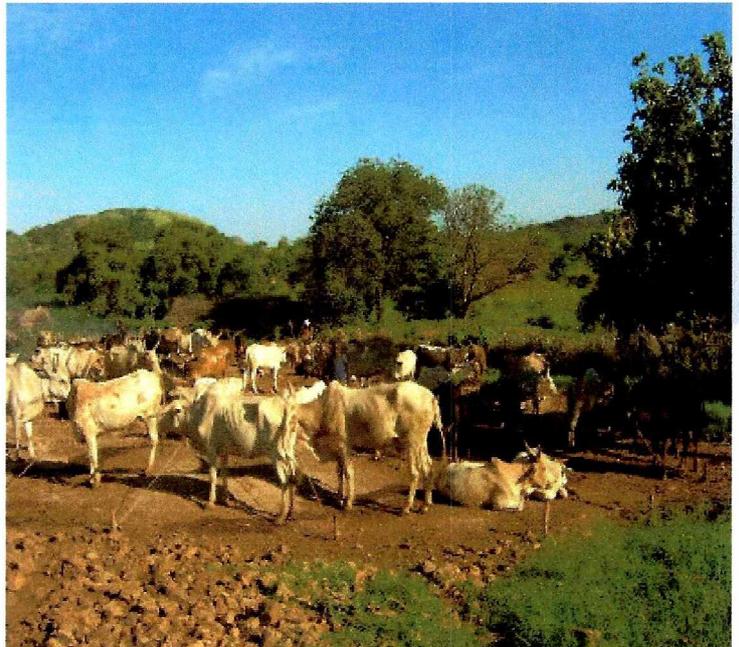
EUROPEAN COMMISSION

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](mailto:mail@drn-network.com)

**Belgium office**

rue Rasson 29  
1030 Brussels, Belgium  
Tel: +32-2-732-4607  
Tel/Fax +32-2-736-1663  
[bruxelles@drn-network.com](mailto:bruxelles@drn-network.com)

**FINAL REPORT**

**VOL. II – ANNEXES**

**May 2003**

## LIST OF ANNEXES

### **A. PRESCRIBED ANNEXES**

- A.1 THE TERMS OF REFERENCE OF THE EVALUATION
- A.2 THE EVALUATION TEAM (SUMMARISED CVs)
- 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 REVIEWS OF INDIVIDUAL UNITS:  
EPIDEMIOLOGY, DMU & WILDLIFE  
MANAGEMENT & COORDINATION  
COMMUNICATION  
CAPE  
ECONOMICS  
VPLU  
PANVAC, VET SCHOOLS AND RESEARCH
- B.5 REVIEWS OF COUNTRY PROGRAMMES VISITED BY MTR TEAM  
KENYA  
SOUTH SUDAN  
GHANA  
ETHIOPIA  
TCHAD  
GUINÉE C.  
MALI
- B.6 FINANCIAL DATA

# ANNEX A.1: TERMS OF REFERENCE

## MID TERM REVIEW OF THE PANAFRICAN PROGRAM FOR THE CONTROL OF EPIZOOTIC DISEASES (PACE)

**Accounting numbers**  
**No. 8 ACP-TPS-032**  
**No 8 ACP – TPS – 032/033**  
**No 8 ACP – ROC - 009**

### 1 INTRODUCTION

The PACE programme is a major development programme financed by the EDF in the field of animal health in Africa, reaching 32 African countries. The Programme started on November 1<sup>st</sup>, 1999, and countries started the implementation of their PACE national projects from the summer of 2000. After two years of implementation, a mid term review is commissioned, as foreseen in the Financing agreement.

The review will be undertaken in the second quarter of 2002 by a team of independent consultants. The duration of the study will be 8 weeks.

It is expected that the study reviews the programme at its different levels of implementation, and draws the necessary conclusions to enhance its impact.

### 2. OBJECTIVES OF THE REVIEW

The objectives of the Mid Term Review are to:

- Analyse the coherence and the relevance of the objectives of the PACE programme
- Analyse the strategy adopted during the project implementation.
- Analyse the results and the impact of the project so far;
- Formulate recommendations for the remaining period of the programme.

### 3 BACKGROUND

The PACE program is an on-going 5 years programme financed with EDF regional funds. The financing agreement was signed in August 1999 for an amount of 72,000,000 EURO. A number of European Member States have made additional financial contribution to the EDF resources of PACE (UK, France, Italy). They are providing technical assistance, additional funds for specific countries, or a 'project within a project' (CAPE).

The PACE programme aims at building upon the headway made in the campaign against rinderpest in order to establish lower-cost national and continental epidemiological surveillance networks for the main animal diseases, provide the countries with the capacities needed to organise economically and technically justified control programmes and develop effective and sustainable distribution of veterinary products and services.

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:

##### **4.1 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 potential for PACE to play a facilitating role in the financing of additional activities in the field of animal health in Sub Saharan Africa.

## 4.2 Relevance of the project

- Review internal coherence of the log frame (relationship between goals, purpose and results stipulated in the log frame). A particular attention will be paid to the coherence between the log frame of the financing agreement, and the working log frame designed during the PACE coordination unit and common services workshop held in Machakos in November 2000.
- Review whether the specific objectives are realistic and relevant to the overall objectives, government policy and problems to be solved?
- Assess the relevance of the objectives pursued (at a regional and national levels) in the context of the trend of livestock development in Africa. A particular attention will be paid to the changes related to trade of livestock products in the world.
- Review the Institutional linkages of PACE (OIE, FAO, IAEA, World reference Laboratories, etc...), and assess how they affect the relevance of the programme

## 4.3 Efficiency and effectiveness

The efficiency and effectiveness of the project will be reviewed in the light of the specific objectives of PACE. The reviewers will:

- Review the level of program implementation at all levels, and identify factors that might have affected it..
- Evaluate the level of integration of activities of PACE in addressing its four thrusts and recommend improvement if necessary
- Review the relationships between the activities and the results of PACE achieved so far, taking into consideration the resources mobilized.
- Assess the already achieved PACE results and outputs.

Keeping in mind that the expected impacts of PACE lay primarily at the National level, which receives the largest share of financial resources, the reviewers will

- Review the balance of attention devoted to the regional components and to the national projects by the Co ordination units and the PACE Common Services. Assess the support provided to the PACE countries.
- Assess (on a sample basis) the Global plans for the PACE country projects, and review their consistence with the PACE FA on the one hand, and with the Common Services strategies on the other hand.
- Assess (on a sample basis) the results achieved at country level
- Review the PCU preparation and management of the consolidated WP. Have these consolidated WP contributed to a greater consistency of the programme, and efficiency of implementation?
- Review the initial financial allocation to the pace country projects, the management of these amounts by the PCU, and the proposed mechanism for reallocation of financial envelopes/drawing rights.
- Review the financial management of the national PACE projects, and in particular whether the mechanism adopted ensures the smoothest financing of operations together with an adequate financial monitoring and control

The following issues pertinent to the PACE Co ordination and Common Services will be addressed, as they affect both their activities and the national PACE projects:

- The strategies established by the various PACE services, and assess their contribution to fulfilling the programme objectives on the one hand, and how they have been translated into project activities/work plans on the other hand.
- 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 coordination 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 Coordinations 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.

## 7. PLAN OF WORK

To conduct this assignment, the consultants will undertake the following visits:

- OAU/IBAR office in Nairobi, where the team will be based.
- PACE coordination Unit in Bamako
- The Delegation of the EC in Kenya
- A sample of PACE countries (representative of the different ‘batches’ of national projects financed), where the national administration and the Delegation of the EU will be interviewed.

In addition, the reviewers will liase with the OIE in Paris and the FAO in Rome. A provision is made for visits deemed necessary in Europe, and for report preparation in country of residence.

The PACE Coordination is planning a regional coordination meeting at the end of June (in Cameroon) where all national PACE coordinators might be met if the review team so wishes.

DFID may also concomitantly undertake a mid term review of CAPE. Both teams should meet and work in a complementary form. If DFID is not in capacity to organise a mid term review, some DFID staff will meet the reviewers in Kenya at some key stages of the mid term review.

Initial list of documents to be consulted:

- Preparatory documents to the Financing proposal
- Financing Agreement
- PACE Common Services draft Global Plan
- PACE Manual of procedures
- Advisory Committee meetings reports
- PACE Country Global plans and Work programmes/cost estimates
- PACE consolidated Work Programmes

Before the end of the second week, the reviewers will hold a one-day workshop in Nairobi where an inception report will be presented and discussed. It will include a plan for the undertaking of the review, detailing the use of the line 'regional travel' of the budget breakdown.

In the last days of the study, a workshop will be held to present the conclusions of the mid term review. It may be organised by the consultants in Kenya, Bamako, or at OAU headquarters, depending on the proposal from the consultant. The cost of this workshop will be borne by the PACE programme coordination. The aide memoire should be communicated to the workshop participants (RAO office, the EC Delegations, OAU/IBAR) several days in advance.

## **8. EXPERTISE REQUIRED**

The evaluation team should comprise at least four members each of whom should have a university degree, and preferably a higher degree in a relevant discipline. It is proposed that the members have the following profiles:

- An agricultural economist, with a particular experience in the field of animal production/health economics.
- A specialist of the organisation of livestock services, preferably with an experience related to animal health services.
- A veterinarian experienced with epizootic diseases and knowledgeable with epidemio- surveillance.
- A Communication and information management expert with an experience in rural communication and/or development support communication.

Proven experience of every team member in development cooperation is needed, and in particular in the evaluation of complex projects. Each team member should have at least 10 years of experience relevant to African countries. The team should be fluent in French and English and present a wide knowledge of the Western, Central and Eastern Africa.

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.

## 9. 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.

## 10. 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.

## Appendix A

### "PanAfrican Program for the control of Epizootics (PACE)"

#### Description of the programme: DTA of the Financing Agreement

#### **BACKGROUND**

##### Political and organisational background

Increasing the production of foodstuffs of animal origin and promoting regional trade are priorities for the Member States of the OAU, as reaffirmed at the August 1997 Conference of Agriculture Ministers in Mbabane. The ministers accordingly gave a remit to the IBAR to harmonise livestock farming policies, co-ordinate and step up surveillance of, and the campaign against, the main epizootic diseases<sup>1</sup> (list A of the International Office of Epizootics - IOE), including those affecting game, and establish a sustainable partnership between private and public sectors.

These aspects are in keeping with a broader framework:

- Protecting animal health has become a key element in WTO agreements on international trade in products of animal origin. These agreements assign a regulatory role to the IOE and provide for an undertaking by the developed countries to help developing countries fulfil these conditions.
- The campaign against rinderpest, one of the main diseases of cattle and wild ungulates in Africa, is in keeping with a world eradication campaign coordinated by the FAO, the "Global Rinderpest Eradication Programme (GREP)", for which the IBAR is the operational arm in Africa.

The IBAR, a technical body of the OAU, is allocated some 10% of the OAU's general budget for this purpose. It already coordinates the PARC programme and in this connection successfully uses the OAU's political clout to promote, via ongoing dialogue, major sectoral policy reforms for the African states: privatisation of veterinary medicine, cost recovery, health mandates, etc.

##### Features of the sector

Annual population growth in sub-Saharan Africa is 2.7% whereas the increase in animal production is only 2.2%. Per capita consumption of animal products, already very low, is permanently declining (-28% in 30 years for meat), although Africa regularly imports livestock products. The economic problem is therefore compounded by an alarming human dimension.

Extensive traditional production systems, with limited growth potential, are still widespread in sub-Saharan Africa. In the last 20 years, however, there has been a marked change in production methods: ruminant herds have shifted to wetter regions and animal production systems have become more intensified and more closely incorporated with other rural and peri-urban activities. There is considerable potential for increasing African production by means of these "new" systems.

However, animal health constraints, in particular epizootic diseases that cause high mortality, jeopardise livestock numbers and discourage private investment in the sector. Traditional stock farmers respond to this insecurity by building up large herds, which are often under-exploited and impinge heavily on local natural resources.

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,

---

<sup>1</sup> IOE definition of List A diseases: "Transmissible diseases which have the potential for very serious and rapid spread, irrespective of national borders, which are of serious socio-economic or public health consequence and which are of major importance in the international trade of animals and animal products". These diseases are: foot and mouth disease, vesicular stomatitis, swine vesicular disease, rinderpest, peste des petits ruminants, contagious bovine pleuropneumonia, lumpy skin disease, Rift Valley fever, bluetongue, sheep pox and goat pox, African horse sickness, African swine fever, classical swine fever, highly pathogenic avian influenza, Newcastle disease.

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 programme to support production and trade in livestock products which will fully complement the health protection system that PACE will set up.

### INTERVENTION

The following details the PACE program logical framework:

The overall objective of the programme is to relieve the poverty of those involved in the livestock-farming sector (producers, service providers and consumers) in Africa by the improving animal productivity, trade and food security.

The specific objectives of the programme are:

- to strengthen national and regional capacities to assess the technical and economic aspects of animal diseases, and to generate appropriate programmes for their control;
- to protect animal health in Africa against the principal epizootic diseases (list A of the IOE).

The Expected results are:

- In each participating country animal epidemiology services (information, diagnosis and follow-up) and services for the control of major diseases will be reinforced.
- Privatisation will be better organised and epidemiology capacities will be strengthened to the direct benefit of livestock farmers.
- Rinderpest will be eradicated from Africa and there will be greater control over other epizootic diseases, in particular contagious bovine pleuropneumonia (CBPP).
- A sustainable system will be set up at pan-African level to coordinate national animal health systems and the fight against epizootic diseases.

### Activities

The programme activities are divided into national components (74% of the programme's budget) and regional components - or common regional services - (26% of the programme's budget).

#### The national components

National component activities will vary according to the individual situations in each country but they will always come under four headings:

- Enhanced national capacity for analysis and action in the fields of epidemiology, socio-economics of animal health, communications and project management;
- Improved accessibility and distribution of veterinary services and medicines, based on developing a harmonised approach to the privatisation process and coherent links between public services and private operators;
- Fight against rinderpest, based on halting vaccinations as soon as possible and on giving aid to countries to fulfil the IOE procedure for being declared "countries free from the disease", including active research into the disease, strengthening the surveillance network and setting up rapid response systems;
- Improved control of other epizootic diseases, particularly CBPP, by drawing up epidemiological and socio-economic data enabling the states concerned to assess the advisability of future campaigns based on full cost recovery. Vaccine funds could possibly be made available for the most badly affected areas.

These programme components are all directed at building up the institutional capacity of national animal health systems. They aim to encourage national capacities for planning, implementation/follow-up and viability of actions. A multiplier effect will be produced through regional and sub-regional meetings and is also one of the main responsibilities of the Coordination Units.

#### The regional components

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 and field etc equipment. Training and information campaigns are planned at all levels from the grassroots communities to officials in the services: diagnosis, epidemiology, surveillance of wildlife, geographical information systems, socio-economics of animal health, techniques of communicating with stock breeders etc. Active research campaigns into diseases and the establishment of epidemiological surveillance networks will receive organisational and logistical support and also emergency intervention plans and the means to implement them. African personnel will be trained at both national component and IBAR level to ensure the maintenance of the Centre of Excellence, in particular for the exchange of information on animal health and the preparation of economically and technically justified disease control programmes.

#### Organisation and implementation procedures

Implementation of the programme hinges on the linkage between regional co-ordination and national initiatives ("drawing right" project or "demand-driven" project). They will be financed on the basis of annual work programmes, from indicative budget allocations for each country.

The OAU/IBAR Director is the programme's Regional Authorising Officer. The regional component of the programme will be managed by the IBAR with the Nairobi Delegation (leader of the programme). Organisation of the programme will be in the hands of two Regional Co-ordination Units based in Nairobi for East Africa and in Bamako for West and Central Africa. The organisation chart for the common services is attached in figure 1.

The IBAR will draw up bilateral protocols with the participating countries (National Authorising Officers) for the implementation of national components.

This organisation will be backed up by two other structures:

- A Policy Committee that will meet every two years at the instigation of the Director of IBAR. Its job will be to devise animal health policies and strategies in Africa and it will be made up of representatives of the relevant institutions and donors active in this sector. Its recommendations will serve as a basis for the work of the Advisory Committee.

- An Advisory Committee that will meet every six months under the presidency of the OIE. It will be made up of 7 members and will act as a technical advisory structure for the OAU/IBAR and the EC. This committee must ensure that activities at all levels are in line with the programme's objectives and approaches and also with the policy guidelines adopted. Every six months it will examine the headway made by the programme and will use outside consultancies as it sees fit to provide ongoing follow-up/evaluation of the programme.

#### Timetable

The PACE programme will start officially with the arrival of the principal TA, which must be before 31 October 1999. The implementation deadline is 31 October 2004.

#### Cost estimate and financing plan

The total EC contribution is EUR72 million. The indicative budget tables by component and cost headings is given below.

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

Items	EUR	%
<b>1. National components:</b>	<b>48000</b>	<b>67%</b>
Campaign against rinderpest	14900	
Strengthening veterinary services and epidemiological capacity	24500	
Support for privatisation	8600	
<b>2. Regional components:</b>	<b>17000</b>	<b>24%</b>
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	
<b>Contingencies</b>	<b>7000</b>	<b>9%</b>
<b>TOTAL</b>	<b>72000</b>	<b>100%</b>

#### 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.

## **FACTORS ENSURING SUSTAINABILITY**

### **Policy support measures**

No major political change is necessary as rural development and livestock farming feature among the priorities of most of the participating countries. Maintaining these options as well as those already recognised (privatisation, etc.) is the main support required.

### **Appropriate technology**

The programme will not introduce any technologies that have not been extensively tested on the ground. It also includes a major training input at all levels to ensure that these methods are fully assimilated by the participants and are harmonised.

### **Environmental protection**

Protecting animal health will enable the livestock farming sector to continue gradually moving towards an intensification of production, which impinges less on natural spaces. This move is the only means of absorbing demographic growth while respecting fragile African environments according to the 1998 FAO/World Bank initiative "Livestock and the Environment - L&E".

This joint L&E initiative, which is also supported by the EU and several of its Member States, is continuing. The Director of the IBAR will form part of the Steering Committee that is in charge of monitoring. Thus the environmental dimension will be fully taken on board in the implementation of the PACE programme.

However, to evaluate the impact of the programme itself, there will be ongoing environmental monitoring in four test areas. The necessary expertise will be provided by the Scientific Environment Monitoring Group (SEMG), possibly in conjunction with specialist international bodies.

The project also specifically provides for the use of auxiliaries from the pastoral communities in order to step up environmental education in arid areas via a participatory approach. The programme will also have an individual epidemiology component covering wildlife, which will help to increase knowledge of the main pathologies and thus foster protection.

### **Socio-cultural aspects/women in development**

The intervention simply backs up the socio-cultural practices followed by the beneficiaries. One of their first requests is often for help to improve health care for animals. Generally, any boost to the productivity of stock farms will result in an increase in incomes and improved living conditions, especially for women, who are often responsible for and the direct beneficiaries of livestock products.

### **Management capacities**

Under the PARC project, the IBAR demonstrated its ability to follow programmes on a continental scale and play to the full its role as sectoral policy leader. For the implementation of the PACE, a financial control unit will be added to its structure.

Similarly, the PARC project confirmed the existence of technical and management capacities at national level and these will be fostered by the PACE programme, in particular as regards support for the process of privatising veterinary medicine.

## **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.

**Appendix B**  
**DRAFT TERMS OF REFERENCE / FIFTH CONSULTANT FOR THE**  
**MID TERM REVIEW OF THE PANAFRICAN PROGRAM FOR THE CONTROL OF**  
**EPIZOOTIC DISEASES (PACE)**

**Introduction**

The Community-based Animal Health and Participatory Epidemiology (CAPE) Unit of the Programme for the Pan African Control of Epizootics (PACE) has a log frame designed to complement the overall PACE logical framework. One output of the CAPE unit is the organisational development of AU/IBAR. AU/IBAR has the vision to become a centre of excellence for the livestock sector on the African continent. Programmes like PACE can assist in the achievement of this vision.

To ensure that the organisational and institutional strengthening is adequately addressed in the PACE MTR, it has been proposed that a expert in organisational development join the PACE MTR team employed by the EC. DFID as a major donor to the PACE programme, contributing £5.4 million to CAPE and a large proportion of the EDF programme funds (Euro 72 Million) has agreed to fund this position through the CAPE unit of PACE.

**Reporting relations**

This proposed position should be complementary to the existing PACE MTR team. The position would report to the PACE MTR team leader and the EC and IBAR (not to DFID).

**Tasks**

In addition to her overall responsibilities as a member of the PACE MTR to assist the team in delivering on all outputs of the PACE MTR ToR, the consultant will pay particular attention to the following points:-

- Review the linkages and coordination with of those elements of PACE funded by donors other than the EC. In doing so the consultant will address specifically, but not exclusively:-
  - The further needs of the PACE project management in managing a large scale and multi donor funded project (This will be done in close partnership with the MTR economist.)
  - The options for the CAPE unit to be used to strengthen the outputs of PACE.
- Review the contribution of PACE to AU/IBAR's institutional development. In the context of proposed changes in the AU and its technical agencies, particular attention will be paid to outlining possible directions for IBAR's institutional development and the potential role of PACE in facilitating/supporting such changes. This may require the consultant to facilitate a workshop for key stakeholders in IBAR and PACE.

**Duration**

It is proposed that this position would join the PACE MTR team for their review in Ethiopia, Ghana and Guinea Conakry (Oct. 19<sup>th</sup> – 31<sup>st</sup>) and for the final write up phase (Nov 10<sup>th</sup> – 23<sup>rd</sup>).

## ANNEX A.2: THE TEAM OF EXPERTS

### Presentation of the team

The team of experts proposed responds to the main requirements of the ToR. As requested, the team comprises four experts, namely:

EXPERT	POSITION	NATIONALITY	YEARS OF RELEVANT EXPERIENCE
<b>Willem Keddeman</b>	Agricultural Economist (TL)	Dutch	30
<b>Marinus Van den Ende</b>	Veterinarian/Epidemiologist	Dutch	15
<b>Karl Kaiser</b>	Communication/Information	German	26
<b>Andrea Massarelli</b>	Agricultural Services expert	Italian	15

As a whole, the proposed team presents the following characteristics:

- Several years of experience in rural development programmes/projects in Africa, with a strong livestock background;
- Hands-in experience of livestock production, animal production and health economics;
- Specialised expertise in epidemiology, epizootic diseases and Rinderpest;
- Extensive experience in project management and evaluation;
- Sound knowledge of PCM approach and EDF procedures;
- Important experience in development communication and information management;
- Wide experience in multi-disciplinary studies and contexts;
- Fluency in English for four team members and in French for three team members.

More particularly, the strength of the proposed team lies in the combination of the individual experience of each and every expert (detailed CVs are presented in a following chapter):

- **Willem Keddeman**, team leader, is an agricultural economist with more than 30 years of professional experience in Africa, including Ethiopia, Burkina Faso, Tanzania, Eritrea, Senegal, Nigeria Somaliland, Sudan, Chad, and Central African Republic. His main areas of specialisation include: strong expertise regarding rural and livestock development in Africa; in-depth knowledge of monitoring and evaluation methods; wide experience in sector-wide and thematic evaluations. Fully conversant with the logical framework and PCM approach, he has good communication and writing skills as well as an excellent record in managing large multidisciplinary teams.
- **Marinus Van den Ende**, is a veterinary doctor with more than 30 years of experience in tropical veterinary medicine, livestock production and animal health in African countries. Mr Van den Ende specialises in epidemiology, investigation, control, prevention and treatment of infectious animal diseases. He has extensive experience in the design, management and evaluation of EC livestock/ agricultural sector development projects and programmes. Conversant with the PCM approach, he has a good attitude to team-work in multicultural settings.
- **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 a summarized version of the curricula of the proposed experts.

**WILLEM KEDDEMAN***Proposed role in the project: Agricultural Economist, Team Leader*

1. **Family name:** Keddeman
2. **First names:** Willem
3. **Date of birth:** 17 October 1944, Amsterdam, Netherlands
4. **Nationality:** Dutch
5. **Civil status:** Married
6. **Education:**

Institution [ Date from - Date to ]	Degree(s) or Diploma(s) obtained
Free University of Amsterdam, Netherlands, 1962-1969	1969: M.Sc. Economics (main subjects: development economics; public finance) 1966: B.Sc. Economics

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

Language	Reading	Speaking	Writing
Dutch	Mother tongue		
English	1	1	1
French	1	1	2
German	1	2	3

8. **Membership of professional bodies:** Royal Netherlands Economic Association American Economic Association, Society for International Development (SID), NEDWORC (Association of free lance consultants)

9. **Other skills:** Computer: MSOffice, MSProject, Costab/Farmod, M&E programmes (Promes), QUALIFLEX and similar software for multi-criteria analysis, etc.

10. **Present position:** Netherlands Economic Institute, Rotterdam

11. **Key qualifications:** *(Relevant to the project)*

Agricultural Economist with more than 30 years of professional experience in Africa, including Ethiopia, Burkina Faso, Tanzania, Eritrea, Senegal, Nigeria Somaliland, Sudan, Chad and Central African Republic. Main areas of specialisation include: strong expertise regarding rural and livestock development in Africa; in-depth knowledge of monitoring and evaluation methods; wide experience in sector-wide and thematic evaluations.

12. **Specific experience in the region:**

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

### 13. Most recent relevant professional experience

Date	Location	Company	Position	Description
1988-date	Netherlands-based with frequent missions	Netherlands Economic Institute	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
04.-09. 2000	Yemen	Yemen Social Fund for Dev.	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.
1997 (2m)	Central Ethiopia	WFP	Team Leader	Design of community-based programme for rehabilitation of natural resources
1997/9 8 (2m)	Ethiopia	FAO investment center	Economist, financial analyst	Formulation of National Livestock Development Programme
1997 (3m)	Nigeria Uganda Ethiopia	Evaluation Department ADB, Abidjan	Senior Economist	Sugar sub-sector review: in-depth ex-post evaluations of sugar project loans in Nigeria, Uganda and Ethiopia together with desk review of sugar sector portfolio.
1994 1996	Belarus, Ukraine		Senior Economist	External monitor, EU Tacis Food & Agriculture sector programmes,
1990-1998	Somaliland, Sudan, Chad, Ethiopia	IFAD	Various positions	Project Identification and Formulation missions, Rural Development and Poverty Reduction, ,
1983-1987	Geneva	ILO: Employment and Development Department	Senior Economist	Identification, design, appraisal, monitoring and evaluation of multi-sectoral Employment-Intensive Works Programmes
1980 1983	Addis Ababa Ethiopia	ILO Jobs and Skills Programme for Africa (JASPA),	Rural Development and Employment Adviser.	i) Analysis of rural employment and poverty policies; formulation of policies and programmes to improve rural employment and reduce poverty; ii) research on labour allocation in smallholder agriculture
1975-1980 (several contracts)	Kenya, Nigeria, Ethiopia, Sudan, Somalia	International Livestock Centre for Africa (ILCA); FAO, ILO	Research Economist	i) livestock economist: design of small stock system research programme in humid zones; 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

## MARINUS VAN den ENDE

*Proposed role in the project: Veterinarian/epidemiologist*

1. **Family name:** Van den Ende
2. **First names:** Marinus
3. **Date of birth:** 11/05/1938
4. **Nationality:** Dutch
5. **Civil status:** Single
6. **Education:**

Institution	Degree(s) or Diploma(s) obtained
Veterinary Faculty, State University of Utrecht, The Netherlands, 1958 – 1966	DVM in Veterinary Medicine

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

Language	Reading	Speaking	Writing
Dutch		Mother tongue	
English	1	1	1
French	1	1	1
Spanish	2	3	3

8. **Membership of professional bodies:** Royal Dutch Association of Veterinary Surgeons, Tanzania Veterinary Association
9. **Other skills:** Computer: word processing, spreadsheets, database, GIS
10. **Present position:** Senior Expert associated with DRN
11. **Key qualifications:** Over 30 years of experience in livestock production and animal health in African countries. Main areas of specialisation include epidemiology, investigation, and control of animal diseases. Mr Van den Ende has extensive experience in the design, management and evaluation of EU funded development projects related to the livestock/agricultural sector and to the community based animal health programmes
12. **Specific experience in the region:**

Country	Date from - Date to
Tanzania	2000, 1998, 1997, 1992
Uganda	1992, 1990
Niger	1990, 19987

### 13. Main relevant professional experience

Date	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.

Date	Location	Company	Position	Description
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: i) vaccination campaigns; ii) reforms in government livestock and veterinarian services; iii) cost recovery introduction for CBPP vaccination; iv) 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: i) epidemiological surveys for diseases of drought resistant livestock; ii) development of thermostable rinderpest vaccine and similar vaccines against camelpox and ppr; iii) monitoring of pastoral (Tuareg)-community-based animal health support schemes.
1984–1987	Rwanda	Dutch International Co-op	Epidemiologist	« Laboratoire National de Rubirizi » : i) provision of new national vet lab operational; ii) provision of equipment, staff training, epidemiological surveys.
1983–1984	Senegal, The Gambia, Guinea	USAID	Epidemiologist	Impact study on Hydrological projects in Gambia River basin. Field survey for zoonoses
1968–1973	Tunisia	Institut Pasteur, Veterinarian services, Tunis	Researcher	Veterinarian investigations; vaccine research and development; production of prototype vaccines against <i>Theileria annulata</i> .

#### 14. Other activities (publications, etc.)

- J.C. Mariner, J.A. House, C.A. Mebus and M.C. Van den Ende, 1992: Thermostable VERO cell-adapted Rinderpest Vaccine against Peste des Petits Ruminants.
- Mariner, J.C., Ende, M.C. van den, House, J.A., Mebus, C.A., Sama Salifou and Stem, C., 1990. The serological response to a thermostable Vero-cell adapted rinderpest vaccine under field conditions in Niger. *Vet. Microbiol.* 22:119-127.
- Ende, M.C. Van den, Stem, E., Sama Salifou, Sollod, A.L., and Abdou Nababa, 1988. Peste des Petits Ruminants and Cost Effectiveness of its Prevention in Niger. *Proceedings, 5th International Symposium on Veterinary Epidemiology and Economics. Acta Veterinaria Scandinavica* 1988, Suppl.84: 126-128.
- Ende, M.C. Van den, 1984. Animal Health in the upper Gambia River Basin - Potential Effects of River Development Projects. University of Michigan Gambia River Basin Studies, Working Document No. 33.

**KARL KAISER***Proposed role in the project: Agricultural Service Expert*

1. **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.

- 10 **Specific experience in the region:**

Country	Date from - Date to
Ethiopia	2002, 1976-1977
Malawi	1996, 1995, 1994
Sierra Leone	1994
Liberia	1984-1988
Namibia	1996

## 11 Main relevant professional experience:

Date	Location	Company	Position	Description
March-April 2002	Tigray, Ethiopia	GTZ	Communication & Extension services expert	Evaluation and assessment of the agricultural extension system in Tigray Region.
Sept.97-Nov.01	Laos	GTZ for Laos Ministry of Agri. and Dep. of Forestry	Team Leader	Nam Ngum Watershed Management and Conservation Project (NAWACOP). Advice MoA on a national strategy for integrated watershed management., strengthen planning, implementing and monitoring capacities at village, district and province level, monitoring and evaluating project's activities and impacts.
May 97 June 97	Philippines	EU	Communication Expert	Mid-term review of the Philippines Rural Institutional Strengthening Project (PRISP), responsible for reviewing the training and communications component of PRISP.
Nov.96-Jan.97	Vietnam	GTZ	Communication Expert	Evaluation and elaboration of proposals to improve the efficiency and effectiveness of the organisation and management of communication in the Social Forestry Development Project (SFDP) Song Da, Viet Nam
July-Aug.96	Namibia	EU	Communication and extension services expert	Extension Management Systems / Human Resources Development planning for the Rural Development Support Programme
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
Sept. 88-Jun. 94	Malawi	GTZ / Dep. of National Parks and Wildlife and Dep. of Forestry	Team Leader/Communication-Extension Expert	Malawi German Beekeeping Development Project (MGBDP). Assist the DNPW and the DF in developing and setting-up of an extension and training service and programme, assist target group in setting up self-help organisation for credit and marketing, planning, monitoring and management of all project activities
Oct. 84 Aug. 88	Liberia	GTZ	Head of the section Agricultural Extension and training	Nimba County Rural Development Project Programme planning for Extension and Training Units of the Agricultural Extension Section, development of extension concept for field staff and farmers, staff management, implementation of farm input supply programmes for smallholders, monitoring, evaluation and follow-up of the agricultural extension programmes for farmers and project staff.
July 76-Sept. 77	Ethiopia	FAO	Logistic and Extension Officer	Logistics and monitoring expert with the Ministry of Agriculture in Wollo Province for a FAO/WFP supported soil and water conservation programme organised as a food for work programme.

**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 Anatomical 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 Terni10. **Other skills:** Computer literacy, use of the main word processing and spreadsheet-database programs; e-mail and internet browsing.11. **Present position:** Expert associated to DRN12. **Key qualifications:**

Veterinarian with specific expertise in rural development and food security, agro zootechnics, livestock keeping and nutrition, animal production and animal products processing, animal health and diseases control, intensive farms management. Mr Massarelli has wide experience in rural extension and training, project identification and appraisal, project management, monitoring and evaluation. He has deep knowledge of EC procedures, PCM and logframe approaches, SWOT and participatory methods.

13. **Specific experience in the region:**

Country	Date from - Date to
Chad	2002, 2001
Burkina Faso	2001, 2000
Madagascar	1999
Somalia, Kenya	1996, 1995
Uganda	1994, 1993

#### 14. Main relevant professional experience

Date	Location	Company	Position	Description
2001–2002	Chad	EC	Project Manager	EU Framework contract to assure the starting up of the National Pan African Control of Epizootics (PACE). Advice to the Ministry of Livestock and the EU Delegation in Chad for the establishment of project management tools, administration manuals, purchase and tendering procedures, services and procurement contracts. Veterinary and livestock legal enforcement. Drawing technical training programmes for veterinarians and animal husbandry technicians. Establishment of a credit scheme for veterinary privatisation. Advice the MoA for the preparation of an emergency and contingency plan in case of infectious disease outbreak.
2000–2001	MERCOSUR (Uruguay, Paraguay, Argentina, Brasil)	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, epidemio 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.
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
1996–1998	Italy and Overseas	Zooconsult Srl / Agrotec SpA	Veterinary and Animal Husbandry advisor	In charge of the company's livestock and veterinary projects, as well as of promotional and further activities. Preparation of bids for international tenders related with the veterinary zoo-technical sector and several overseas appraisal, short term and monitoring missions: Burkina Faso, PARC II, Privatisation of veterinary services
1997	Madagascar and Europe	EC	Veterinary expert	“Evaluation de la contribution de la cooperation Européenne au developpement de la filière viande-élevage”. Tasks included: evaluation of three EC funded projects, one concerning livestock development, veterinarians' privatisation and small livestock keepers support in the south-western Region (ongoing), and two regarding slaughterhouses, exporting abattoirs (completed) and local consumption abattoirs (not yet started).
1995	Somalia, Kenya	CEFA (NGO)	Team Leader	Responsible for veterinary activities in the framework of the project “Promotion of private veterinary practice in the Middle and lower Sahel” financed by the EC.
1993–1994	Uganda	EU and Italian Government	Training expert for veterinary care and animal husbandry	Project: “Technical assistance and training in animal breeding in West Nile Region-Uganda”. Main tasks included: supervision of the management of the farm activities; introduction of sustainable and low cost technologies: feed miling and mixing, seed solar drying, soft cheese making, milk keeping and silage making.
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.

## ANNEX A.3: METHODOLOGY

### 1 EVALUATION METHODOLOGY

#### 1.1 Evaluation objectives

Given its mid-term nature, the main objective of the present evaluation is to provide guidance, in the form of recommendations, for the remaining period of activity. As detailed in the terms of reference, the objectives of the review are to:

- Analyse the coherence and the relevance of PACE objectives;
- Analyse the strategy adopted during project implementation;
- Analyse the results and the impact of the project so far;
- Formulate recommendations for the remaining period of the programme.

**Specifically, it is our understanding that this evaluation will have to concentrate on providing an operational tool for the management of the next phase of the programme particularly with respect to improving the regional coherence as well as efficiency and effectiveness at national level.**

In order to achieve this, it is our experience that a mid-term evaluation shall; (i) analyse the causes of problems, (ii) present a clear set of possible solutions, (iii) recommend what, in the view of the evaluators, are considered the best options, (iv) identify dates and responsibilities for any proposed change, (v) establish clear and realistic deadlines for implementation of proposed actions and last but certainly not least, (vi) propose deadlines and responsibilities for the translation of the approved recommendation into operational instructions to project management.

Conclusions and recommendation will have to be debated with all major stakeholders (Donors, National Governments, IBAR, PACE Regional Co-ordination Units, Technical Agencies) mainly, but not only, through the workshop that will end the field mission. The internalisation of as many recommendations as possible by the different stakeholders would be a key element for success. Recommendations will have to be presented in a clear and concise way and shall be easy to monitor, so that the evaluation report can be a management tool rather than a useless document on a bookshelf.

#### 1.2 Evaluation focus

The evaluation will concern both the regional and national levels.

**At the regional level**, the evaluation will study the programme as a whole and concentrate on the justification of the regional approach with particular attention to the aspects concerning the 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 the Common services co-ordinated by the Inter-African Bureau for Animal Resources (IBAR), by the Project Co-ordination Unit (PCU) and by the three sub-units (Nairobi, Bamako and N'djamena). A review of role and functions of the Technical Assistance to the Programme will be an overarching concern as well as the review of the contribution and role of the Advisory Committee and Policy Committee. The regional analysis will also focus on the transition from the Pan African Rinderpest Campaign (PARC), predecessor to PACE.

Cross-cutting issues that will be treated by the evaluation at the regional level include: (a) co-ordination with other donors' and national governments initiatives, particularly in the fields of rural

development such as for instance the agricultural sector investment programme (ASIP) and poverty reduction (see text box). (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 (d) evaluation and (e) review the regional relevance of the components (Epidemiology, Communications, Socio-economics, Support to Privatisation, Community Health workers, Research) supported by the programme.

Given the fact that PACE currently covers a total of 32 Countries, it will be important to identify clear sampling criteria to ensure that the sample of countries is representative of both the national specificities and the regional coherence. Possible criteria would include:

1. Structure of the national projects with respect to the four main PACE headings (see below), including at least one project for each of the main thrusts;
2. Importance in the chain of transmission of epizootic diseases at regional level;
3. Coverage and relation with the Regional Co-ordination Offices;
4. Agro-ecological conditions and economic importance of livestock sector;
5. National policy frameworks;
6. Logistical considerations and opportunity costs of the evaluation itself.

At the national level, the evaluation will critically examine the Global plans for the PACE country projects and review their consistency with PACE FA and the Common Technical Services strategies. Although the focus on the issues to be studied could change depending on the state of implementation and the type of activities of each national project, the approach adopted will largely be the same and each national study will follow a standard report format. In particular, the evaluation will highlight similarity and differences in approach, institutional set-up, efficiency and effectiveness of the national projects and will analyse cross-references and reciprocal lessons learned, in particular with respect to the four key headings, namely:

- Enhanced national capacity for analysis and action in the field of epidemiology, socio-economics of animal health, communications and project management;
- Improved access to veterinary services based on the harmonisation between the privatisation process and public services;
- Results achieved in the fight against rinderpest;
- Results achieved in terms of improved control of other epizootic diseases.

The mission will also look at how the PACE programme fits within national priorities, policy framework, institutional set-up and national budget allocation, in a long-term sustainability perspective. Given the fact that the overall objective of PACE is to improve the livelihood basis of farmers and herders through the sustained reduction of livestock diseases, thus contributing to the improvement of the living conditions of a category of people often considered amongst the poorest and most vulnerable (see box), it will be crucial to examine the relation between the Programme and PRSP being elaborated in the selected countries, if any.

Finally the mission will look at the relevance, efficiency and effectiveness of services provided by the Common Technical Services and Regional Co-ordination Offices as they are perceived by the recipient institutions (NAO and mandated ministries) at national level.

As far as possible, a standardized score will be used to evaluate and then compare the different projects with respect to the main issues: the 5 evaluation criteria in general, capacity of planning, quality of staff, relevance of equipment, efficiency in service delivery, etc.

### **Beyond farmers' income**

Activities aimed at reducing the impact of livestock disease helps to improve livestock productivity, thus improving farmers' income and hence welfare and quality of life. Healthy livestock are an integral part of a balanced farming system, without which the sustainability of smallholder farming systems in many developing countries would be compromised. Quite apart from the direct contributions of livestock to farm income, they make a number of vital contributions to poverty alleviation, food security, environmental conservation and gender equity.

#### **Livestock contribute to poverty alleviation:**

- Livestock provide the only assets for many landless poor people
- Offtake (milk, meat, eggs, wool) provide a direct or indirect source of income throughout the year
- Livestock provide a means of building up capital and a buffer against times of need

#### **Livestock contribute to food security:**

- Milk is often the only self-produced food available on a daily basis throughout the year
- Livestock can be productive throughout the year in areas where crop production is not possible
- Livestock provide draught power without which crop production would be severely compromised
- Livestock can utilise crop and agricultural wastes and convert these to valuable offtake

#### **Livestock contribute to gender equality:**

- Women often own livestock, particularly small stock, when they are denied ownership of land
- Women often have access to livestock products (milk and eggs) for sale or for feeding to children
- In the absence of livestock, much of the manual labour (tillage and carting) is done by women

#### **Livestock contribute to environmental conservation:**

- Manure production is essential for sustainable nutrient cycling and maintenance of soil fertility
- Livestock are essential for maintenance of agro-ecosystem health
- Livestock grazing provides essential bush and weed control, and soil tillage in many rangeland systems

In any case, one of the main objectives of the evaluation at the national level will concern the analysis of the replicability of best-practices: how good solutions applied to individual countries can be, and whether they have been, replicated to other PACE national projects.

### **1.3 Focus on the projects' beneficiaries**

PACE objectives aim at improving the quality of veterinary services to the benefit of the end-beneficiaries, namely small-holder farmers and herders. In this framework, the participation of beneficiaries in the evaluation is particularly relevant and will be instrumental in ensuring that the recommendations of the evaluation are accepted and taken into due consideration for future programming and implementing activities by the programme and by local authorities. For this reason, the evaluation will give particular attention to final beneficiaries views and to this end:

- it will use participatory mechanisms to obtain their views on a sample basis and to this end it will also review existing relevant reports;
- the tools developed by the communication component of PACE will be carefully appraised in terms of their relevance to national and sub-national context; beneficiaries circumstances (including vulnerable groups and women farmers in particular); applicability by mandated institutions; and utilisation in the PACE implementation.

In this context, the evaluation of effectiveness will focus on the analysis of the “change of status”, particularly with respect to the prevalence of epizootic diseases and to the welfare of final beneficiaries. As far as possible, participatory methods will be applied to investigate the appreciation of final beneficiaries.

#### 1.4 Evaluation criteria

The evaluation will use the EC’s Project Cycle Management Integrated Approach and Logical Framework method to evaluate the programme. In particular, the evaluation will be conducted according to the EC’s five evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability.

Apart from the points already mentioned in the terms of reference, the evaluation will focus on the following aspects.

The first step of the evaluation will concern the review of **project preparation and design**, particularly important in a regional program that is somehow the continuation of a previous one. The analysis of PARC evaluation reports will certainly be a preliminary step in this phase of the study. The evaluation of PACE design will include the analysis and re-building of the programme’s interlocking logical framework. Among the issues to be considered, detailed in the TOR, the transition from PARC to PACE and the evolution of the programme’s strategic focus will form the basis of the evaluation of relevance.

The evaluation will look at the **relevance** of EC support strategy and its coherence with other national and regional initiatives in the field of rural development and control of epizootic diseases.

- The intervention logic will be checked for its coherence, which includes the analysis of assumptions and risks, while the presence of indicators will be verified. The mid-term evaluation will have to ascertain that a valid set of objectively verifiable indicators is defined and agreed upon and that this may serve as a guide for implementing and monitoring the remaining phase of the projects.
- The analysis of relevance will particularly concentrate on the coherence between national projects and on the appropriateness of adopting a regional approach. In this context, the choice of project areas in the different countries (their individual and regional relevance, their differences, similarities, complementarities, etc) will receive particular attention.
- The interlocking logical framework and the cohesion and coherence between the different financing agreements will be carefully analysed. PACE’s logical framework will be completed and amended, as needed.
- The assessment of the project realism, concerning the assessment of local capacity and management skills, will also be realised.

The evaluation of **efficiency** will assess PACE inputs and activities against quantity, quality and timeliness of project results. This will concern the analysis of project management, the accuracy of monitoring and the adequacy of supervision.

- Particular attention, given the regional nature of the project, will be given to the analysis of monitoring and coordination mechanisms adopted and to their performance and synergies: is the regional coordination really coordinating the activities or is it only an overarching structure with little linkage to the national components? Are the Advisory and Policy committees useful mechanisms or just rubber-stamping entities or even causes of delay?
- Comparison, whenever possible, with other projects and/or donors in the same field, will be instrumental in appraising the project activities in terms of value-for-money: comparison of unit costs, delivery periods and management schemes would provide useful inputs to the evaluation of efficiency. The preliminary results of FITCA evaluation will serve as an input for this evaluation.

## ANNEX A.4: LOGICAL FRAMEWORKS OF PACE, 1997 – 2000

TABLE 1: PACE, EVOLUTION OF LOGICAL FRAMEWORK 1997 – 2000

OAU/IBAR/PARC FUTURE VISION AUGUST 1997 <sup>1</sup>	INTERVENTION LEVEL	BACKSTOPPING MISSION, DECEMBER 1997 <sup>2</sup>	MAIN REPORT 1998 <sup>3</sup>	FINANCIAL AGREEMENT NOVEMBER 1999 <sup>4</sup>	MACHAKOS OCTOBER 2000 <sup>5</sup>	TOR MTR
<p><b>Category A:</b> Enable OAU/ IBAR to become a centre of excellence on animal health issues in Africa</p> <p>Intensify control of CBPP</p> <p>Promote total eradication of Rinderpest from continent</p> <p>Strengthen monitoring and evaluation functions of OAU/IBAR</p> <p>Lobby for increased integration of pastoralists in main stream of economics and extend PARCVAC</p> <p>Promote improved training of</p>	<b>OVERALL OBJECTIVE / IMPACT LEVEL</b>	Animal proteins production and supplying in sub-Saharan Africa improved thanks to livestock production modernisation and intensification	To contribute to rural development and the fight against poverty through improved animal production	Combating poverty among those involved in stock farming by improving productivity	Achievement of enhanced food security and significant reduction of poverty among rural communities is promoted  Production and productivity of animal resources are sustainable increased	To improve poverty of those involved in the livestock-farming sector (producers, service providers and consumers) in Africa by improving animal productivity, trade and food security
	<b>SPECIFIC OBJECTIVE(S) / OUTCOME LEVEL</b>	<p>1. Animal health is better controlled</p> <p>2. There is a pool of reference for animal health data</p>	<p>1. To strengthen the capacity to control animal diseases at all levels</p> <p>2. Setting up national and Pan-African information systems on animal health</p>	<p>1. Strengthening the capability at national and regional level to assess the technical and economic aspects of animal diseases and generate appropriate programmes for their control</p> <p>2. Safeguarding of animal health in Africa against major epizootic diseases (OIE list A)</p>	<p>1. Animal resource keepers, traders and national level professionals cooperate to combat major animal diseases, within the context of Pan-African collaboration that is co-ordinated and facilitated by OAU/IBAR</p>	<p>1. To strengthen national and regional capacities to assess the technical and economic aspects of animal diseases, and to generate appropriate programmes for their control</p> <p>2. To protect animal health in Africa against principal epizootic diseases (List A of the OIE)</p>

<sup>1</sup> OAU/IBAR/PARC, Future Vision, Proposed Strategies for Programme Implementation between 1998 and 2008; the outcomes of a workshop held in Nairobi between 13 and 14 August 1997, pp. 13-28.

<sup>2</sup> Backstopping Mission to the PARC Coordination Unit, Preliminary Report, Working Draft without definitive conclusion, Annex 2.

<sup>3</sup> OAU/IBAR, Backstopping Mission for the Study of a program for the Pan-African Control of Epizootics (PACE), Volume 2 – Main Report, Final Report, October 1998, pp. 20-22.

<sup>4</sup> Financing Agreement between the The Commission of the European Communities and OAU/IBAR, as signed July – August 1999, Annex 1.

<sup>5</sup> OAU/IBAR-PACE, Report of the Workshop to Formulate a Strategy for the PACE Programme, held at Garden Hotel Machakos, Kenya, 3-7 October 2000, Annex 3.

<p>training of veterinarians and other livestock personnel</p> <p>Intensify promotion of key animal health policies at national, regional and continental levels</p> <p>Restructure PARC and 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><b>Category B:</b></p> <p>Contribute to improvement of wildlife health</p> <p>Promote increased/better trade in livestock and related products</p> <p>Improve farmer welfare through better livestock services</p> <p><b>Category C:</b></p> <p>Contribute to intensification/ improvement of research in relevant fields</p> <p>Enhance collaboration with NGOs</p>	<p><b>RESULTS / OUTPUT LEVEL</b></p>	<p>1.1 Epidemiologic surveillance networks are developed</p> <p>1.2 Improved services to livestock farmers</p> <p>1.3 Eradication of Rinderpest</p> <p>1.4 Intensification of fight against CBPP</p> <p>1.5 Preparation of technically and economically adapted programmes against animal diseases</p> <p>2.1 Set-up of a Pan-African network for epidemiologic and economic data of livestock subsector</p>	<p>1.1 The reinforcement of national and Pan-African animal disease control services</p> <p>1.2 Improvement of animal health services proposed to livestock producers</p> <p>1.3 Eradication of Rinderpest throughout the continent</p> <p>1.4 Better organisation of control of contagious bovine pleuropneumonia and other epizootics</p> <p>2.1 Establish an inter-African network for the exchange of epidemiological data and information on the economics of animal health</p>	<p>1. Reinforcing of animal epidemiology services (information, diagnostics and follow-up) and control of major diseases in the participating countries</p> <p>2. Greater privatisation of veterinary services and public/private – sector linkage in this field</p> <p>3. Rinderpest eradicated from Africa; greater control of other epizootic diseases, especially contagious bovine pleuropneumonia</p> <p>4. At Pan-African level, sustainable coordination of national animal health systems and arrangements for tackling epizootic diseases set up</p>	<p>1. Capabilities of OAU/IBAR to fulfil its mandate as a Centre of Excellence in the management of animal resources are strengthened</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>4. Increased availability of quality assured vaccines, drugs and other inputs at grassroots level is promoted effectively</p> <p>5. Total eradication of Rinderpest from the region has been facilitated</p> <p>6. Development of strategies for participatory control of other priority epizootic has been initiated</p> <p>3. Pan-African network for epidemio-surveillance is effectively functioning</p>	<p>1. In each participating country, animal epidemiology services (information, diagnosis and follow-up) and services for the control of major diseases will be reinforced</p> <p>2. Privatisation will be better organised and epidemiology capacities will be strengthened to the direct benefit of livestock farmers</p> <p>3. Rinderpest will be eradicated from Africa and there will be greater control over other epizootic diseases, in particular contagious bovine pleuropneumonia (CBPP)</p> <p>4. A sustainable system will be set-up at Pan-African level to coordinate national animal health systems and the fight against epizootic diseases</p>
--	--------------------------------------	--	--	--	--	--

The evolution of the PACE logical framework (LF) is analysed on the basis of 5 documents, which were prepared between August 1997 and October 2000<sup>1</sup>.

The first document analysed is the outcome of a workshop held in August 1997 by PARC on the future vision of OAU/IBAR. During this workshop, 16 potential strategies were proposed. The strategies were not ranked according to the intervention levels of the logical framework methodology but prioritised into three groups (A, B, C) according to 7 criteria, i.e. the anticipated impact on target groups; the currently available mandate of IBAR, technical and technological aspects and political considerations; and the organisation development of PARC or OAU/IBAR<sup>2</sup>. 11 strategies were ranked as 'A' or top priority, 3 were categorised as 'B' and 2 strategies as 'C'. Most of the strategies listed in this document reappear in the LF on one of the intervention levels, most consistently the eradication of Rinderpest. It is interesting to note that among all 16 strategies the first priority was given to "enable OAU/IBAR to become a centre of excellence on animal health issues in Africa"; and a further two of the 11 priority strategies aim at strengthening OAU/IBAR. In this August 1997 document, strengthening epidemio-surveillance networks was not yet directly mentioned; contributing to intensification/improvement of research in relevant fields obtained only medium priority (C).

In December 1997, a backstopping mission to PARC Coordination Unit formulated the first logical framework (LF) for the future PACE programme comprising impact, outcome, output and activity levels. Until the FA was finalised, the different parts of the LF were refined further and the thrust of PACE focused on the 4 outputs as contained in the FA. The last stage in the evolution of the LF of PACE is the Machakos LF formulated in October 2000 by all TA and their counterparts of the PCU and CSU based in Nairobi and Bamako and represents a revised version of the FA logframe with clearer performance indicators.

The terminology for the different levels of intervention used in the LF of PACE varies over time. The highest level in the LF, is called General Purpose in the first document calls, Overall Goal in the FA, and Super Goal and Overall Goal in the Machakos LF. The intermediate level is referred to as Specific Objective(s) in some of the documents (e.g. the FA), and as Project Purpose in the Machakos document. The Output level is generally referred to as Results<sup>3</sup>.

Impact level / Overall Goal: the impact as formulated in the first LF was narrowly focussed on livestock production, while in the LF of the FA, the general themes of poverty alleviation and food security through increased livestock production and productivity became the ultimate impact PACE should contribute to. In the Machakos LF, the original Impact/Overall Goal is divided into a Super Goal dealing with poverty reduction, and a level below into the Overall Goal addressing the sustainable increase in the production and productivity of animal resources.

Outcome level / Specific objective(s): at the outcome level, the formulations in the LF of December 1997 are still vague. The two main issues at outcome level, i.e. controlling animal health at different levels, and animal health information, are most clearly formulated in the FA. The outcome as formulated in the Machakos LF is the most wide-ranging as it indicates OAU/IBAR as the co-ordinating body at continental level in the combat against major animal diseases.

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 / Results: 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.

<sup>1</sup> See footnotes in Table 1.

<sup>2</sup> See OAU/IBAR/PARC, Future Vision, Proposed Strategies for Programme Implementation between 1998 and 2008; the outcomes of a workshop held in Nairobi between 13 and 14 August 1997, p. 26.

<sup>3</sup> In country Global Plans, e.g. Ghana, results are also called thrusts and themes.

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.

In a letter dated 15 March 2001, the Delegation acknowledged that the LF produced at Machakos is a good working document for the PCU with clearer performance indicators, but that the FA would remain binding.

As previously mentioned, the LF of the FA lacks fully developed indicators that are present in the Machakos logframe. However, the binding role of the LF contained in the FA increases the difficulties linked to the assessment and reporting of unit progresses and to a less accurate picture than the one that could be provided given the reference to fully developed and generally accepted indicators.

It is therefore recommended that the PCU 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 the 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.

# ANNEX A.5: MAP OF PROJECT AREAS

## PACE Member Countries



## ANNEX A.6: PERSONS MET

Person	Organisation	Title
Dr Bernard Rey	EC Brussels	Administrator
Mr Otto Moller	EC Delegation in Kenya	Rural Development Advisor
Dr Friedrich Mahler	EC Somalia Unit	Livestock and Environment Advisor
Mr Dil Peeling	DFID	Livestock and Wildlife Advisor
Dr Alejandro Schudel	OIE	Head, Scientific and technical Department
Dr Amadou Samba Sidibe	OIE	Regional Coordinator for Africa
Dr Jacques Domenech	CIRAD EMVT	
Dr Peter Roeder	FAO – Rome	
Dr Anderson	Pyrbrigh	
Dr Ahmed Mustafa Hassan	Min Animal Resources, Sudan	Under-secretary
Dr Cokro S. Leksmono	ODI - Indonesia	Community Based services expert
Prof. François A. Abiola	Ecole Vétérinaire Dakar	Director
Dr Cheikh Ly	Ecole Vétérinaire Dakar	Economics and Management Division
Dr Chris Rutebarika	PACE Uganda	National Coordinator
Dr Eunice Forster	MoA – Gambia	Director, Department of Livestock Services
Dr Hamadou Saïdou	Min. of Livestock - Cameroon	Director of Veterinary Services
Dr Jaime R. Romero Prada	-University of Colombia	Professor of Veterinary Science
Drs Katinka de Balogh	FAO - Rome	Animal Health Officer

### UA/IBAR-PACE

Person	Organisation	Title
Dr Jotham Musiime	UA/IBAR	
Dr Solomon Haile Mariam	UA/IBAR	
Dr René Bessin	UA/IBAR-PACE	Programme Co-ordinator
Dr Daniel Bourzat	UA/IBAR-PACE	Main Technical Assistant
Dr Gavin Thomson	UA/IBAR-PACE	Main Epidemiologist
Dr Bidjeh Kebkiba	UA/IBAR-PACE	Counterpart Main Epidemiologist
Dr Yvon Le Brun	UA/IBAR-PACE	Technical Assistant, Vet Privatisation Unit
Dr Berhanu Bedane	UA/IBAR-PACE	
Dr Chip Stem	UA/IBAR-PACE	
Mr Dominic Kiarie	UA/IBAR-PACE	
Dr Emmanuel Tambi	UA/IBAR-PACE	
Dr Karim Tounkara	UA/IBAR-PACE	
Mr Paul Mertens	UA/IBAR-PACE	Financial Advisor
Mrs Andrea Gros	UA/IBAR-PACE - East Africa	Technical Assistant, Communication Unit
Dr Francis Inganji	UA/IBAR-PACE - East Africa	
Dr Richard Koch	UA/IBAR-PACE - East Africa	Technical Assistant, Wildlife East Africa
Dr Risto Hainonen	UA/IBAR-PACE - East Africa	
Mrs Rosemary Muriungi	UA/IBAR-PACE - East Africa	Assistant to the Financial Advisor
Dr Bouna Diop	UA/IBAR-PACE - West Africa	Regional Coordinator
Dr Bertrand Chardonnet	UA/IBAR-PACE - West Africa	Technical Assistant, Wildlife West 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

<b>KENYA</b>		
<b>Person</b>	<b>Organisation</b>	<b>Title</b>
Dr Bernard Mugenyio	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**

<b>Person</b>	<b>Organisation</b>	<b>Title</b>
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 Conaovi A.L. Johnson	AU Headquarters - Addis	Director, HR, Science and Technology
Dr Diallo Ibrahim	AU Headquarters - Addis	Head - Agriculture & Rural Development Div.
Dr Atel W. Ghabrial	AU Headquarters - Addis	Head - Science, Energy & Environment Div.
Mr Wubishet	NAO Ethiopia	Responsible for Multilateral co-operation EU
Dr Sahali	NAO Ethiopia	NAO Senior Officer
Mr Balacho Meyene	NAO Ethiopia	NAO Senior Officer
Mr Geberehw Afework	AHAs Association - Addis	Chairman
Dr Getachew Zenda	Samerawit Enterprise	Veterinary Drug Importer
Dr Tasfai	NVI – Debre Zeit	Director
Dr J.K. Litamoi	NVI – PANVAC, Debre Zeit	Vaccine Specialist
Dr laike Mariam Yigezu	NAHRC - Sabata	Director, Infectious Diseases Unit

**GUINEE CONAKRY**

<b>Person</b>	<b>Organisation</b>	<b>Title</b>
Dr Seny Mane	PACE Guinea Conakry	National Coordinator
Dr Souare Mamadou	PACE Guinea Conakry	Head of Privatisation Unit
Dr Sory Keita	PACE Guinea Conakry	Head of Epidemio-Surveillance Unit
Mr Ousmane Bah	PACE Guinea Conakry	Head of Communication Unit
Dr Daouda Bangoura	PACE Guinea Conakry	Head of Vet Services Division
Dr Fide Zayer keita	PACE Guinea Conakry	Responsible for Wildlife Surveillance
Dr Mamadou Diallo	National Livestock Directorate	National Director
Mr Nicolas Astier	EC Delegation Guinea Conakry	Responsible for Livestock Projects
Mr mamadou Toure	National Authorising Office	National Coordinator
Ms Jecelyne Delarue	AFD Guinea Conakry	Responsible for Agricultural Projects
Mr Ousmane Bokoum	Regional Livestock Services	Service Coordinator, Labe
Dr Waby Yaya Ramara	Regional Livestock Services	Service Coordinator, Dabola
Dr Yaya Soumah	Regional Livestock Services	Service Coordinator, Linsen
Dr Ibrahim Mara	Livestock Training Centre Labe	Director
Dr Boubakar Bari	Livestock Training Centre Labe	Regional Trainer, Moyen Guinée
Mr Mamadou Balde	Vaccination Unit	Head of Central Regions Vaccination Unit
Dr Seydouba Camara	National Veterinary Board	Chairman, Private Veterinarian
Dr Abdulaye Gossama	Private Veterinarian in Kindia	Private Practitioner
Dr Sayil Whann	Private Veterinarian in Labe	Private Practitioner
Dr Charles E.K. Sidibé	Officine Vétérinaire Charles EKS	General Director, Vet Drugs Importer
Mr Dieng	Radio Rurale Moyen Guinée	Programmes Director
The Local Authorities and Livestock owners of Linsen		
The County Chief, Local Authorities and Livestock owners of Dounet		
The Dairy Processing Women Group of Pita		
The Prefect, Local Authorities, Livestock Owners and Livestock Market Managers of Dogomet		

**MALI**

<b>Person</b>	<b>Organisation</b>	<b>Title</b>
Dr Mamdou Racine Ndyae	PACE Mali	National Coordinator
Dr Mamadou Diall	PACE Mali	Head of Epidemio-Surveillance Unit
Mr Ibrahim Bah	PACE Mali	Responsible for Administration and Logistics
Mr Francesco Gosetti di Sturmeck	EC Delegation in Mali	Head of Delegation
Mr Mamadou Sanogo	EC Delegation in Mali	Livestock Project Officer
Mr Geza Strammek	EC Delegation in Mali	Rural Development Advisor
Mr Pierre Alloix	French Embassy in Mali	SCAC – Responsible for Rural 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 Dunguia	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**

<b>Person</b>	<b>Organisation</b>	<b>Title</b>
Dr. Adoum Djabir	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
Responsable de l'Elevage Nord-Ouest secteurs Bol, Moussiro, Liwa		

**GHANA**

<b>Date</b>	<b>Itinerary</b>	<b>Persons Met</b>	<b>Organisation</b>	<b>Position</b>
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 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 Mr. Adjovu Seth	VSD, PACE VSD, PACE VSD, PACE VSD VSD	Communication Officer Economist National Coordinator PACE Senior Accountant Procurement Officer
29-10-02	Accra	Dr. Stefan Frowein Dr. Klaus-Dieter Gautsch Dr. Ofosu	EC Delegation EC Delegation	Delegate Advisor Agric.& RD
29-10-02	Accra	Dr. Johann H. Hesse Mr. Mallam I. Seidu	MOFA, PPMED MOFA, PPMED	Principal Advisor AgSSIP Coordinator
29-10-02	Accra	Dr. Perpetua Katepa-Kalala	FAO, RAFF	Policy Officer
30-10-02	Flight Accra – Guinea Conakry			

## SOUTHERN SUDAN

Date	Itinerary	Persons Met	Organisation	Position
4-10-02	Nairobi, IBAR/PACE office	Dr Bryony Jones	VSF-Belgium	Rinderpest Project Coordinator
8-10-02	Nairobi, IBAR/PACE office	Dr Tim Leyland	PACE-CAPE	CAPE Unit Head
8-10-02	Nairobi, IBAR/PACE office	Dr. Andy Catley	PACE-CAPE	CAPE Epidemiology and Informatics Officer
13-10-02	Nairobi - Lokichogio	Dr. Aluma Araba Ameri	VSF-Belgium	Regional Veterinarian Southern Sudan
14-10-02	Lokichogio – Boma (with OLS-SS plane)			
14-10-02	Meeting staff VSF-G Meeting Secretary	Dr. Michael Otto	VSF-Germany	Regional Veterinarian Southern Sudan
		Dr. Warhuna Riemunge	VSF-Germany	Short-term consultant for conflict resolution
		Mr. Rige Siloma	SRRA	Secretary Pibor County
		Mr. Elyal Bea		Veterinary Coordinator
		John Karero	SRRA	Stockperson Boma
		John Dodo	SRRA	
15-10-02	Community visit – Dinka cattle camp Boma	Aler Majak Joseph Nyatu Peter Baba	VSF-Germany	CAHW AHA AHA
16-10-02	Community visit – Jie cattle camp Nawuapuru -	Lokai, Lamal, Aduloi, Lomendulia 50 livestock owners, 3 CAHW, Drs. Aluma, Otto and Warhuna	VSF-Belgium, VSF- G.	Jie Chiefs
17-10-02	Boma camp of VSF- G Wrap-up, discussions	Drs. Aluma, Otto and Warhuna	VSF-B, VSF-G	Field Veterinarians VSF- B and VSF-G
18-10-02	Boma-Lokichogio (with OLS-SS plane)	Meeting office and lab staff	VSF-Belgium	Head OLS Vet. Lab Lokichogio
19-10-02	Lokichogio-Nairobi			
20-10-02	Nairobi	Dr. Bryony Jones Follow-up discussions	VSF-Belgium	Rinderpest Project Coordinator
19-11-2002	Nairobi	Dr. Bryony Jones Final discussions	VSF-Belgium	Rinderpest Project Coordinator

## ANNEX A.7: LITERATURE AND DOCUMENTATION CONSULTED

Final Report of the Pan African Rinderpest Campaign (PARC) Ghana	PARC – OAU/IBAR
Work Programme and Cost Estimates, National PACE Programme of Ghana 16 October 2000 to 15 October 2001	Veterinary Services Department, Ministry of Food and Agriculture
Work Programme and Cost Estimates, National PACE Programme of Ghana May 2002 to April 2003	Veterinary Services Department, Ministry of Food and Agriculture
First Year Report April 2001 to April 2002	PACE – Ghana, May 2002
Mid-Term Report of PACE, Ghana National Project	PACE – Ghana, October 2002
Financial and Accounting Report April 2001 to June 2002, Final Overview	PACE – Ghana Year 1
Memorandum of Understanding between the RAO and the NAO of Ghana	PACE – Ghana, 5 October 2000
Agricultural Services Sub-Sector Investment Program (AgSSIP), Progress Report for the First Implementation Support Mission, 1 February to 31 May 2002	Ministry of Food and Agriculture Ghana
Report for Joint Development Partners/Government of Ghana Implementation Support Mission May 13-24, 2002, Veterinary Services Directorate	Agricultural Services Sub-Sector Investment Program (AgSSIP)
First Quarter Report April to June 2001	PACE – Ghana, December 2001
Second Quarter Report July to September 2001	PACE – Ghana, February 2002
Third Quarter Report October to December 2001	PACE – Ghana, March 2002
Minutes of Meetings of the Technical Committee	PACE – Ghana, 19 April 2001, 25 July 2001, 29 August 2001, 8 December 2001, 15 January 2002, 3-6 March 2002, 19-20 August 2002, 29-31 August 2002
Report on Study Tour to Guinea Conakry by PACE National Coordinator and Communication Officer, 6-14 October 2002	Veterinary Services Directorate, Accra
Report on a workshop on the Economic Impact Assessment of Animal Diseases and the transfer of the Rinderpest Impact model to PACE Ghana	PACE – Ghana, no date
PACE, Market Survey on Access of Veterinary Drug Distribution to Farmers	Ministry of Food and Agriculture, Veterinary Services Directorate
socio-economic Impact Assessment of African Swine Fever Eradication in Ghana	A. N. Akunzule, FAO –VSD, Accra, February 2002
PACE Privatisation Component – Initial Questionnaire – Country Data Privatisation: Context and legal aspects	Questionnaire filled in by PACE – Ghana
Veterinary Surgeons Law 1992, P.N.D.C.L 3005C.	Government of Ghana
The Diseases of Animals Act, 1961	Government of Ghana
National Organogramme of the Ministry of Food and Agriculture	
Organogramme of the Department for Food and Agriculture of the Regional Co-ordinating Council	

Organogramme of the Department for Food and Agriculture  
of the District Assembly

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, 31st 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 and 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, 12th – 15th 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 (2nd 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

Rept. 2 <sup>nd</sup> PACE advisory committee meeting	Bamako, July 2000
Workshop on development of PACE logical framework	Machakos, October 2000
Annual Report for year 2000	Data Management Unit
Annual Report 2000-2001	PACE Epidemiology Unit
Third Advisory Committee Meeting	Addis Ababa January 2001
Annual Report 2001-2002	PACE Epidemiology Unit
Unité d'épidémiologie de Bamako: Composante Faune Sauvage, Rapport synthétique d'activités de 1ier Programme de travail	B.Chardonnet (Juillet 2000 - Mars 2001)
Volet Epidémiologie	Bamako, Rapport Annuel 2001
Volet Epidémiologie Afrique Centrale	N'Djamena, Rapport Annuel 2001
Annual Report 2001	PACE Wildlife Epidemiology Unit (Bamako)
Rept. 3d Advisory Committee Meeting	Addis Ababa, Jan 2001
A Strategy for the Epidemiology Unit of Pace	FAO/PACE epidemiologist, 2001
Report on the Consultancy to Assist in the Development of a Rinderpest Eradication Strategy in the West and East Nile Ecosystems	Dr Jeffrey C. Mariner, May 2001
Regional Coordination Meeting	Ouagadougou, June 2001
Verification and Certification of Global Rinderpest Freedom, July 2001: A discussion Paper	FAO GREP, FAO EMPRES, FAO/IAEA, OAU/IBAR
PACE and the OIE Pathway for Recognition of Freedom from Rinderpest	PACE Main Epidemiologist, July 2001
Rinderpest Eradication Strategy Workshop for Southern Sudan	VSFB Nairobi, August 2001
Rinderpest Eradication Strategy Workshop for Southern Sudan	VSFB Lokichokio, October 2001
Rept. 4 <sup>th</sup> Advisory Committee Meeting	Nairobi, Sept 2001
Workshop on African Swine Fever	Lomé Oct 2001
Concepts Généraux d'Épidémiosurveillance, Unité d'épidémiologie du PACE	P. Hendrikx, CIRAD-EMVT, Octobre 2001
Strategy for PACE Countries to Progress along the OIE Pathway for Recognition of Eradication of Rinderpest	G.R. Thomson & B. Kebkiba, November 2001
Tripartite Meeting on regional rinderpest eradication strategy	Khartoum, November 2001
Concepts Généraux d'Épidémiosurveillance. Indicateurs de Performance	Maillard, 2001
Concepts Généraux de l'Épidémiosurveillance	P. Hendrikx, 2001/02
Report of the Meeting of the OIE Ad Hoc Group on RVF	Paris, 11-13 February 2002
Workshop on Emergency Plans and OIE Pathway for Freedom from Rinderpest	Abidjan, February 2002
Report on the Eastern African Workshop on Mild Rinderpest	Nairobi, June 2002
Report of the 2 <sup>nd</sup> Annual PACE Co-ordination Meeting	Cotounou, June 2002
Update on National Laboratories, IAEA Consultancy,	Dr. Karim Tounkara, September 2002
Assistance to OAU/IBAR/PACE Programme for control and	Dr. Karim Tounkara: Report on

eradication of major diseases affecting livestock, International Atomic Energy Agency RAF/5/053, International Animal Health Code, Chapter 1.3.4. Guidelines for the Evaluation of Veterinary Services, Article 1.3.4.1,	activities carried out during the period June 2001 - September 2002
Rinderpest Eradication: The requirements of PACE for marked vaccines, Memo to PACE Coordinator by PACE Main and Counterpart Epidemiologists	Office International des Epizooties 2002
PACE Epidemiology Unit, Analysis of the strategy adopted, achievements and failures in respect of epidemiological component of PACE	October 2002
PACE DMU Progress Report	October 2000 - September 2002
Mission Report on Data Management and GIS training, Banjul	July 2000 - September 2002
Description of PACE Integrated Database	Gambia 28 Sept - 6 Oct 2002, Berhanu Bedane, PACE DMU
PCE DMU Report to the 6 <sup>th</sup> Advisory Committee Meeting	Dr. Berhanu Bedane, Head PACE Data Management Unit, October 2002
Rept. 6 <sup>th</sup> PACE Advisory Committee Meeting	October 2002
	Nairobi Oct. 2002

## ANNEX A.8: CROSS-CUTTING ISSUES

### 1 GENDER

The main mandates of PACE are building up and strengthening national epidemio-surveillance networks as well as eradicating RP and controlling other major epizootic diseases in 32 African countries.

In most PACE member countries, cattle are overwhelmingly owned by men. In nomadic pastoralist societies, ownership of cattle is perhaps most clearly restricted to men. Similarly, most veterinarians are still men, with just a few female veterinarians trained and working in different countries. At the level of field extension staff, extension workers responsible for livestock issues are generally male; this observation applies also to the Community Animal Health Workers in pastoralist societies and to the Community Livestock Workers as promoted under PARC in Ghana.

Guinea Conakry may serve as a country where women seem to be more involved in livestock-related issues. Already the former socialist government supported the formation of Livestock Associations (LA) and encouraged women to become members of the LA. With regard to cattle, female members of the LA are trained in processing of milk, e.g. cheese making. They may also have been familiarised with general animal health issues.

With regard to small ruminant and poultry, however, women play in general a much more important role. Often, only women own small ruminants and poultry, thus they may become the main target group for extension on small ruminants and poultry.

Reflecting the gender division in the ownership of cattle between men and women in traditional societies, gender considerations were and still are of minor importance in PACE. The only female senior staff member of PACE is the TA Communication in Nairobi.

Though gender is to be treated as a cross sectional issue in EDF funded projects and programmes, the traditional understanding on the role of men and women prevailing in most African countries in the livestock sector in general, and animal health in particular will, for the foreseeable future, limit the possibilities of women gaining more influence. Through the proposed KAP surveys on livestock and disease related issues, more insights should be gained on the traditional and potential future roles and responsibilities of women with regard to ownership of cattle and other livestock in general, and the role of women in disease reporting and in the national epidemio-surveillance networks.

### 2 ENVIRONMENT

The Financing Agreement of the PACE programme recognises environmental protection as one of the factors ensuring sustainability. This is in accordance with the 1998 World Bank "LEAD" (Livestock, Environment And Development) initiative. Improved animal health, the prime result expected from the PACE programme, should lead to intensification of livestock production, thus reducing the impact on natural spaces. As a livestock sector project existing 15 years, PACE has knowledge and expertise which can greatly contribute to the understanding of environmental impact of livestock production and to measures to reduce this impact.

PACE is determining its vision of the livestock and environment issue, which will lead to the production of a strategy document. To evaluate the impact of the programme, PACE intends to carry out or participate in environmental monitoring and has identified areas and livestock production systems of interest for environmental impact assessment in West- Central and East Africa and 4 test 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 imperative<sup>1</sup>. 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 lead 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.

### **2.1 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 IBAR/PACE, related to the main foci of livestock/environment interaction in the test zones identified by the project:

1. Urban and peri-urban livestock production systems treatment of waste
2. Concentration centres (livestock markets, marketing infrastructure, stock routes)
3. Wildlife/livestock interaction

---

<sup>1</sup> The WB "LEAD" (Livestock, Environment And Development) Steering Committee meeting in Nairobi 2002 has identified focus areas for consolidation of its programme for 2003 - 2005.

## Comments

1.1: PACE/IBAR should address this issue by contributing to the provision of legislative and regulatory frameworks.

2.1: This issue has numerous elements: market infrastructures, quarantine facilities, stock movement control, watering points, grazing areas, security, conflicts. It is not sure that with the available resources the project will be able to address all these elements. Before embarking on this component PACE should consider the risk that it might become overly complex. A good option for PACE could be to collaborate with other organisations (ADB?) in activities aimed at increasing offtake by promoting sub-regional livestock trade.

3.1: Sustainable rangeland management and biodiversity conservation in extensive, traditional pastoral production systems are key factors in protection of the environment. There is much interest and opportunity in East Africa for sustainable, multispecies exploitation of rangelands and cost analysis studies indicate that mixed livestock and wildlife production are sometimes the best option<sup>2</sup>. With the Wildlife Epidemiology and Data Management Units, PACE has unique expertise to collect and analyse information (epidemiologic and economic) needed to develop programmes for the control of zoonotic disease in wildlife/livestock interface areas. PACE activities in this area deserve priority. The possibility of collaboration with the LEAD project "Innovations in Livestock and Wildlife Integration Adjacent to Protected Areas in Africa" now initiated in Tanzania, should be considered.

With its unique expertise and experience in wildlife disease monitoring, epidemiological and economic data management and analysis, PACE/IBAR is well suited for collaboration with international or national environmental organisations and NGO's. PACE should consider options of utilising its epidemiology networks, communications and data management capacity in the collection of data and dissemination of early warning of disease risk especially in the ASAL areas. (Lineage II rinderpest infection in the Somali ecosystem, RVF).

Solutions for the mitigation of livestock/environment interactions in areas with mixed farming production systems could be sought in collaboration with international agricultural and agroforestry research organisations (ICRISAT, ICRAF). Examples are recently developed millet varieties with much increased nutritional value of crop residues (stover), use of *Opuntia*<sup>3</sup> as a strategy for drought relief, and integration of fodder-tree crops in mixed farming systems.

## **3 DONOR COORDINATION**

The donors involved in the PACE programme are gathered in the two committees, the Policy Committee and the Advisory Committee (see relevant chapters).

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'Elevage*) 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

<sup>2</sup> Kreuter and Workman 1966: Cattle and wildlife ranching in Zimbabwe. *Rangelands* 18: 2, 44-47

<sup>3</sup> Falkner et al, 1997: Opportunities for the use of cactus (*Opuntia* spp) in arid and semi-arid regions. *Annals of Arid Zone* 36: 3, 267 - 278

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.

## **ANNEX A.9: DAC SUMMARY**

### **STANDARD DAC FORMAT FOR EVALUATION REPORT SUMMARIES**

**Evaluation Title: Mid-Term Review of the Pan-African Programme for the Control of Epizootics (PACE)  
No. 7ACP – RPR – 744/745 / No 8 ACP – TPS – 032/033 / No 8 ACP – ROC - 009**

#### **Abstract**

PACE is promoting innovative approaches for a sustainable control of epizootics. Given the size and the complexity of the Programme most of the expected results are still to be felt. A two years extension of the Programme with a concentration of the resources in the best performing components and countries may eventually lead to a satisfactory impact.

#### **Subject of the evaluation**

Regional programme with the overall objective of relieving the poverty of those involved in the livestock-farming sector (producers, service providers and consumers) in Africa by improving animal productivity, trade and food security. This is to be achieved essentially through the strengthening of national veterinary services to control major epizootics through the establishment of sustainable surveillance systems. The Programme comprises 4 main thrusts (epidemiology-surveillance, veterinary services eradication of RP and other epizootics) and is organised into a Regional component managed by PCUs based in the Organization of African Unity / Inter African Bureau for Animal Resources (OAU/IBAR) in Nairobi and Bamako, and into National projects covering 30 African Countries.

#### **Evaluation description**

The purpose was to evaluate Programme objectives and strategy, assess results and impact and formulate recommendations for the remaining project life. The mission used the EC Project Cycle Management integrated approach and the Logical Framework using relevance, efficiency, effectiveness, impact and sustainability criteria.

#### **Main findings**

Generally speaking, the PACE programme continues to be of considerable relevance to a majority of the countries concerned and particularly for export countries. There are however indications of animal health and of epizootics being of less concern than before, at least at policy level. In part this is due to the success of PARC and of vaccination campaigns that have contained the threat of Rinderpest and contributed to an increase in livestock numbers. In part this may also be due to the fact that PACE, with its' emphasis on the promotion of surveillance as a means to strengthen the capacity of veterinary services to control major epizootics, is more difficult to appreciate at the beginning, because positive outcomes will emerge at a later stage.

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. 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.

#### **Recommendations**

The MTR recommends: a) a more decentralised approach with the elaboration and implementation of Country plans to be fully done at Country level leaving the coordination unit to concentrate on PACE core business; b) a tighter linkage between the design of diseases control plans and the subsequent implementation of specific control interventions, so as to increase impact of PACE from an epidemiological point of view; c) a clearer distinction of task between the two components (CAPE and VPLU) promoting / supporting the privatisation of veterinary services, with VPLU focussing on legislative issues and CAPE focussing on the integration of Community Animal Health Workers in national veterinary services; d) dedication of more time and efforts to

monitoring activities with the epidemiology and coordination units agreeing on a final set of indicators; e) at policy level it is recommended that governments and donors meet to discuss policy issues more frequently than in the last 3 years; e) at implementation level given the delays in the implementation process attributable to the difficulties to promote a Programme introducing rather innovative approaches to the control of epizootics, it is recommended to extend the closing date for the Programme, from the current date of October 2004 to December 2006, a number of budgetary readjustment with a concentration of the resources in the best performing components and countries will be necessary to this end.

### **Feedback**

To be completed by SCR/F/5

Donor <b>European Commission</b>	Region: <sup>1</sup>	DAC sector : <sup>2</sup>
Evaluation type : <sup>3</sup>	Date of report / Date du rapport: <sup>4</sup>	Regional Programme
Language:	N° vol./pages : <sup>5</sup>	Authors:
Programme and budget line concerned / Ligne budgétaire : <sup>6</sup>		
Type of evaluation	( ) ex ante	( ) intermediate ( ) ex post
Timing / Dates ? ?	Start / Commencement :	Completion:
Contact person / Personne responsable : <sup>7</sup>	Authors / Auteurs:	
Cost / Coût: <sup>8</sup>	Steering group / Groupe de pilotage:	

<sup>1</sup> If more than 3 countries but not continent-wide, choose a geographical region.

<sup>2</sup> Choose from standard list .

<sup>3</sup> Choose between : pertinence, efficiency, efficacité, impact.

<sup>4</sup> Date as on cover page of report.

<sup>5</sup> Indicate number of pages per volume (e.g. 72 pp; 80 pp)

<sup>6</sup> Budget line (EDF, Tacis, Phare, etc.).

<sup>7</sup> Name of the responsible person in SCR/F/5 .

<sup>8</sup> Cost of the evaluation

## **ANNEX B.1 : INSTITUTIONAL CONTEXT<sup>1</sup>**

### **1 CONTRIBUTION OF PACE TO AU/IBAR INSTITUTIONAL DEVELOPMENT**

#### **1.1 HISTORICAL BACKGROUND**

Creation of the Inter-African Bureau of Animal Resources originated from the African Rinderpest Conference of 1948. In 1951, a working group appointed by the Commission for Technical Cooperation in Africa (CCTA) recommended that a body that would address all aspects of epizootic diseases in Africa be created. This led to the establishment of the Inter African Bureau of Epizootic Diseases (IBED) in the same year. In 1956, the functions of IBED were expanded to include other aspects of animal health and the subsequent re-naming to Inter African Bureau for Animal Health (IBAH).

With the formation of the Organisation of African Unity (OAU) in 1963, the Assembly of Heads of State and Government in 1964 decided that CCTA be integrated into OAU. This decision led to the formation of the Scientific Technical and Research Commission (STRC), which replaced the CCTA. As a specialised office of the OAU, the STRC took over IBAH in 1965. IBAH then became one of the sub-regional offices of OAU based in Nairobi. In 1969, the Directors of Veterinary Services recommended that the functions of IBAH be expanded to include animal production. This recommendation was endorsed by the Council of Ministers in 1970, and IBAH was re-named Inter-African Bureau for Animal Resources (IBAR).

IBAR plays an important role as per the Treaty of the African Economic Community in promoting the development of animal resources so as to ensure food security and poverty alleviation in Africa. The objectives of IBAR under the OAU were to:

- Coordinate the activities of all OAU member-states in the field 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
- Liase with the appropriate authorities of member states, regional groups, inter-governmental and international organisations;

#### **1.2 STRATEGIC POSITIONING OF IBAR**

Currently, IBAR is the only organisation in Africa that has the mandate from the Heads of State and Government of OAU member countries to respond to the problems of animal resources at a continent level. This arrangement is expected to continue under the AU.

#### **1.3 CHALLENGES FACING IBAR**

For the last three decades, IBAR has been seen as an African success story, attracting donor funds, providing technical and policy support to the member states, particularly state veterinary services. Currently, livestock sectoral issues are becoming increasingly complex due to major forces that include globalisation, rapid technology advances and increasing demands from stakeholders. Stakeholders have become more vocal, influential and now demand to be involved in governance, priority setting, financing and evaluation of development interventions. This demands that IBAR be more client-focussed.

---

<sup>1</sup> This Annex is the result of the contribution provided by the fifth team member of the MTR team, Dr Ntando Tebele financed by DFID. In addition to the contribution presented in this Annex, it should be noticed that Dr Ntando Tebele has contributed to other sections of the report, namely: Annex B2 'Summary of the MTR of the CAPE' and chapter 5 of Annex B.4.

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.

#### 1.4 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.

#### 1.5 RESTRUCTURING OF THE AU AND IBAR

The on-going AU reform process has seen the creation of eight Portfolios/Directorates<sup>2</sup> 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

## 2 ORGANISATIONAL STRUCTURE AND INSTITUTIONAL ARRANGEMENTS: RECOMMENDATIONS FOR STRENGTHENING IBAR/PACE

### 2.1 INSTITUTIONAL FRAMEWORK FOR IBAR/PACE OPERATION

The management problems currently facing IBAR/PACE indicate weaknesses at both the organisation and institutional levels. The "organisation" defines the organisational structure which is the organogram, the personnel and their respective job descriptions. The "institution" on the other hand is the "rules of the game" that shape the way staff behave both as individuals and as an organisation. Institutions therefore set targets for staff activity and define what behaviour and activities are, and are not acceptable to achieve those targets. The institutional framework defines the values and norms of the organisation. Consequently, the outcome of organisational activity is highly dependant on the type of institutional framework within which the organisation operates.

PACE, as a project implemented through IBAR has to operate within the rules that govern IBAR. IBAR currently does not have clearly defined values and norms that govern the organisations' activities. The organisation does not have a clear and shared vision among its staff. This is evidenced by the seeming tendency to be activity and not output oriented. It is a known fact that when an organisation is committed to fulfilling a vision, individuals put their energy and heart into their work, teamwork is emphasised and a strong sense of undivided and clear direction occurs. It can therefore be

<sup>2</sup> 1. Peace and Security; 2. Political Affairs; 3. Infrastructure and Energy; 4. Social Affairs; 5. Human Resources, Science and Technology; 6. Trade and Industry; 7. Rural Economy and Agriculture; and 8. Economic Affairs.

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.

#### 1.4 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.

#### 1.5 RESTRUCTURING OF THE AU AND IBAR

The on-going AU reform process has seen the creation of eight Portfolios/Directorates<sup>2</sup> 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

## 2 ORGANISATIONAL STRUCTURE AND INSTITUTIONAL ARRANGEMENTS: RECOMMENDATIONS FOR STRENGTHENING IBAR/PACE

### 2.1 INSTITUTIONAL FRAMEWORK FOR IBAR/PACE OPERATION

The management problems currently facing IBAR/PACE indicate weaknesses at both the organisation and institutional levels. The "organisation" defines the organisational structure which is the organogram, the personnel and their respective job descriptions. The "institution" on the other hand is the "rules of the game" that shape the way staff behave both as individuals and as an organisation. Institutions therefore set targets for staff activity and define what behaviour and activities are, and are not acceptable to achieve those targets. The institutional framework defines the values and norms of the organisation. Consequently, the outcome of organisational activity is highly dependant on the type of institutional framework within which the organisation operates.

PACE, as a project implemented through IBAR has to operate within the rules that govern IBAR. IBAR currently does not have clearly defined values and norms that govern the organisations' activities. The organisation does not have a clear and shared vision among its staff. This is evidenced by the seeming tendency to be activity and not output oriented. It is a known fact that when an organisation is committed to fulfilling a vision, individuals put their energy and heart into their work, teamwork is emphasised and a strong sense of undivided and clear direction occurs. It can therefore be

<sup>2</sup> 1. Peace and Security; 2. Political Affairs; 3. Infrastructure and Energy; 4. Social Affairs; 5. Human Resources, Science and Technology; 6. Trade and Industry; 7. Rural Economy and Agriculture; and 8. Economic Affairs.

concluded that lack of a shared vision and unclear direction in IBAR are the major reasons why the different units of PACE fail to function as a team.

To avoid confusion and motivate staff to be more productive and committed, IBAR needs to engage all levels of the organisation and its stakeholders through a systematic dialogue process that will develop the vision and strategy required to propel the organisation into the future.

The Review Team recommends that IBAR / PACE strengthen the organisation by putting in place an institutional framework that supports the achievement of IBAR's goals. This can be achieved through the process of Organisational Development (OD).

## 2.2 THE NEED FOR ORGANISATIONAL DEVELOPMENT FOR IBAR/PACE

The Backstopping Mission to the Management of the PACE Programme Co-ordination Unit (December 2001), proposed specific solutions to defined management problems. Ten months later, only a few of the recommendations had been implemented. This suggests that although PACE staff were consulted, they do not completely identify with the recommendations – there is lack of ownership and buy in. This is usually the problem with situations where management consultants are called into an organisation, diagnose the problem, present prescriptions and then leave the client to implement the change. Although the recommendations may be most appropriate, the client invariably may have some resistance as this is perceived as an “externally imposed” solution. This approach fails to respect the abilities and learning needs of the client.

Similarly, management backstopping missions to the management of IBAR have been conducted. However, the organisation remains weak. There is therefore need to strengthen IBAR so that it can effectively manage the PACE programme.

The Review Team recommends that PACE supports the institutional strengthening of IBAR. The process would be led by IBAR and would include staff from all projects currently implemented by IBAR. The institutional strengthening process would utilise the “process consultation” approach where the OD consultants follow a client- centred, action and research methodology comprising the following steps:

- **First contact and trust building:**  
Contract building between the consultant and IBAR staff to ensure that they share similar values and aims. This is to make clear the expectations of both parties as well as to ensure ownership of the process by IBAR.
- **Data collection**  
Collection of data for the diagnosis of organisational health.
- **Diagnosis**  
Comparison of the IBAR needs with the data collected. IBAR would undertake a facilitated self-diagnosis process.
- **Acceptance and commitment to change process**  
Generation by IBAR in consultation with the consultant of potential strategies. This ensures that IBAR maintains ownership of the OD intervention and has the understanding, emotion and will to get through the change process.
- **Creating a Direction**  
Evaluation of the strategies - their likely effects and implications and most importantly, possible sources of resistance. Selection of the most appropriate strategy and articulation of the new vision, mission statement, values and strategic plan for IBAR.
- **Implementation and Monitoring**  
Development of mechanisms of implementation and monitoring of the action plan by IBAR, with the active participation of the consultant. The mechanism should ensure appropriate

disengagement of the consultancy services to avoid dependency. However, there must be sufficient follow-through to encourage IBAR to maintain the implementation to the agreed standard.

The consultation approach insists on the active role of IBAR staff in organisational development. This is to ensure that IBAR staff develop the skills to solve most of their problems without the help of a consultant. In addition, this approach encourages personal growth and development of IBAR staff and promotes openness and cooperation. The ultimate result would be an effective IBAR, which encourages the growth and learning of its staff who are in turn capable of thriving in a changing environment.

### **2.3 THE DIRECTOR OF IBAR AS CHAMPION OF THE CHANGE PROCESS**

The OD process advocated for IBAR is essentially a change or transformation process. Change, by definition requires the creation of a new system, which in turn always demands strong leadership.

Successful transformation of IBAR will highly rely on the leadership qualities of the Director who will champion the change process. It is critical that the Director recognises the need for change, establishes a sense of urgency and communicates this to the rest of IBAR staff. Major change is impossible unless the head of the organisation is an active supporter.

The change process dictates a “new way of doing business” which in turn demands a new way of leadership. As a change agent, the Director should have the ability to think strategically and to see the bigger picture, and understand both system-wide effects and long-term consequences of situations, problems, decisions and actions. Undoubtedly there is need for professional assistance to ensure that the Director is adequately prepared for the task at hand.

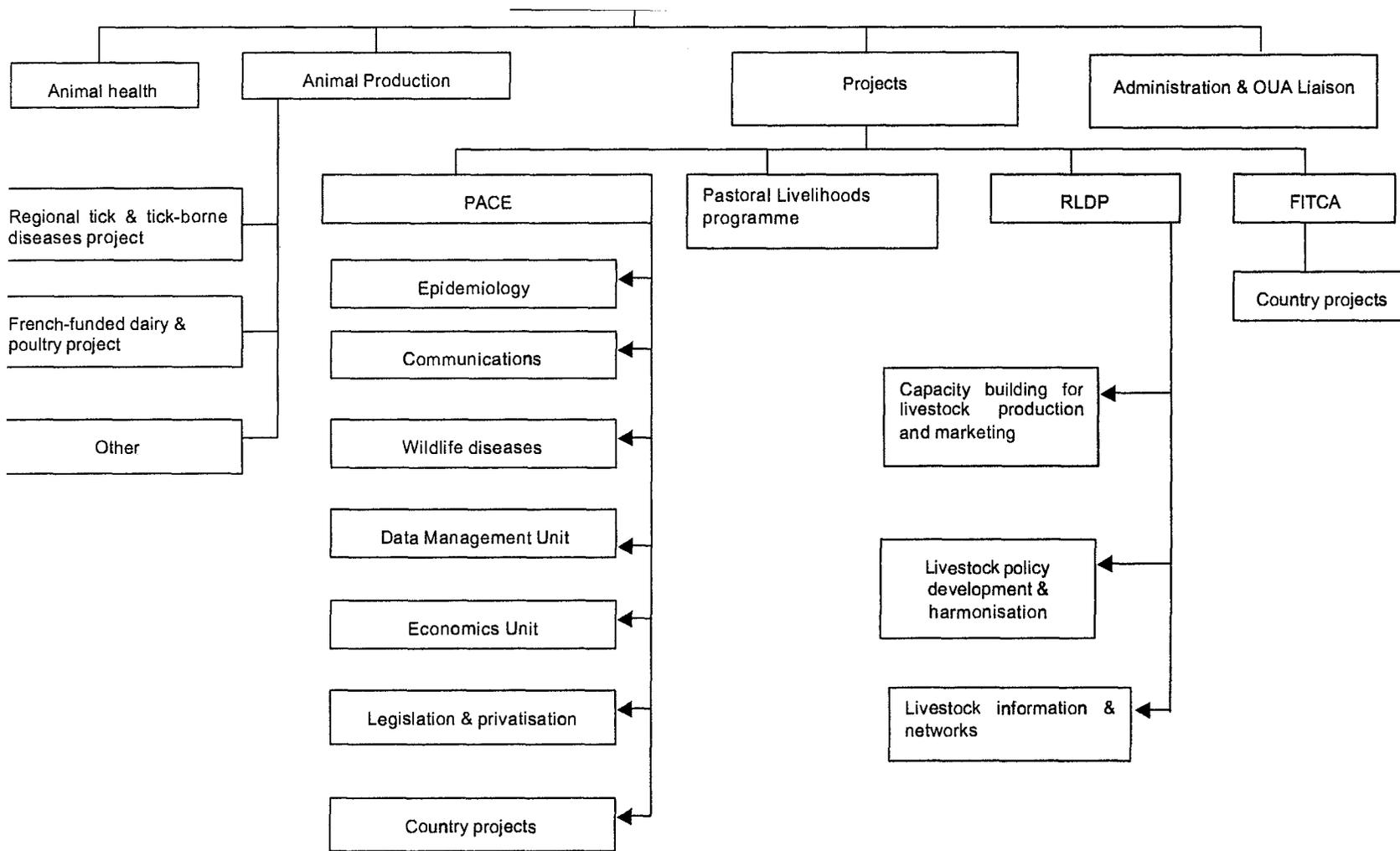
Although the Acting Director was highly supportive of the recent CAPE’s efforts at initiating the institutional reform process, this was viewed with a lot of suspicion by IBAR staff and AU headquarters. The major concern was why this initiative was undertaken as part of CAPE’s work plan. The staff questioned CAPE’s mandate regarding IBAR’s institutional reform. Now that IBAR has been granted permission by AU headquarters to brainstorm on its future structure and functions, it is necessary that this is seen as an IBAR initiative spearheaded by the Director. However, CAPE should still support the process by making available funds that were allocated for this activity.

### **2.4 PRE-REQUISITES FOR SUCCESSFUL ORGANISATIONAL CHANGE**

Organisational change is a long and complex process requiring the understanding and resilience of all concerned. The process has to be managed in a way that followers of the change process believe that their personal situation would be improved if they participate in the process meaningfully.

Organisational transformation will only be sustainable if the majority of the staff “own” both the change process and its results. Ownership can only be achieved through full and effective participation of all members of IBAR.

If change is to be effective, the entire organisational “system” needs to be engaged and not individuals or specific groups. This includes all IBAR staff and the broader stakeholders. Organisational transformation is all about belief systems and attitudes, which have to be shared, re-engineered and moulded to guide the organisation in its quest to attaining its vision.



## **ANNEX B.2: SUMMARY OF MID TERM REVIEW OF CAPE<sup>1</sup>**

### **1 CAPE'S PURPOSE AND OUTPUTS**

The Purpose of the CAPE project is *"to establish sustainable animal health services to control diseases that threaten the health and productivity of livestock reared by pastoralists in the Greater Horn of Africa"*. The project is to deliver the following four Outputs:

1. CAHW delivery systems capable of epizootic disease surveillance and disease control established (or supported) in key ecosystems and other CAPE working areas.
2. Capacity of AU-IBAR to champion pro-poor policies and internal and external institutional reform strengthened.
3. Knowledge sharing on animal health service delivery and best practice guidelines and scaling up CAHW for pastoral areas with national and international stakeholders.
4. Advancement of CAHW-enabling policy and legislation in pastoral areas where CAPE is active.

The Project is divided into two phases. The initial phase (of 2.5 years) was to concentrate on the delivery of Output 1. This was to be a phase of rapid expansion of fieldwork to facilitate the establishment of CAHW delivery mechanisms in specific ecosystems. Phase two was to concentrate on engendering policy/legal changes that support CAHWs and ensuring that African governments and international agencies adopt CAHW delivery systems.

### **2 SUMMARY OF FINDINGS OF THE MTR TEAM**

In close collaboration with NGOs and CBOs involved in CAH delivery systems, CAPE has been successful in supporting the establishment of CAHWs in pilot areas in GHA, sharing these experiences with a wider audience and using the credibility gained to assist IBAR in advancing CAHW-enabling policies and legislation. CAPE has supported national veterinary bodies define roles of the CAHWs in the delivery of animal health services. Consequently, minimum standards and guidelines for the training of CAHWs in Kenya, Uganda, Tanzania, Somalia and Ethiopia are currently at different stages of preparation.

Although considerable success has been achieved in the establishment of CAHW systems in pilot areas, the long-term sustainability of such systems remains to be proven. Currently, CAHW systems are heavily subsidized both financially and technically by NGOs or supporting organisations. Therefore, the sustainability of CAHWs following withdrawal of external assistance remains a challenge. CAPE's strategy in addressing this is the inclusion of private veterinary professionals in the provision of services to the pastoral communities. Different models of CAH delivery systems are currently under test. It is still too early to ascertain the success of these models. In the last two years of the project, CAPE should focus its efforts on defining the sustainability mechanisms for the CAHW systems. However, it is unlikely that sustainability can be proven within the life of the project particularly as this will depend not only on CAPE but the collaborating NGOs and supporting organizations.

The project beneficiaries who include national veterinary services and pastoral farmers all are highly appreciative of CAPE's efforts. The project continues to address a felt need and therefore is still of high relevance.

---

<sup>1</sup> This Annex is the result of the contribution provided by the fifth team member of the MTR team, Dr Ntando Tebele financed by DFID. In addition to the contribution presented in this Annex, it should be noticed that Dr Ntando Tebele has contributed to other sections of the report, namely: B.1 'Institutional context' and chapter 5 of Annex B.4.

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.

## 2.1 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.

In the light of these recommendations the CAPE MTR proposes the following revisions to the CAPE purpose and outputs as follows:

### 2.1.1 **Purpose derivation**

*IBAR increases ability of GHA countries to promote sustainable and credible animal health services and livestock-related policies and institutions that support the livelihoods of pastoralists.*

CAPE should concentrate 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 with expanding domestic markets and with limited access to markets outside the region.

## 2.2 Output derivation

**Output 1.** *CAHW delivery systems demonstrably capable of disease control and epizootic disease surveillance in key ecosystems of GHA.*

Under the revised logframe, all existing animal health activities would fall under Output 1. The Project still needs to provide concrete evidence that CAHW systems are sustainable. CAPE should demonstrate that private veterinarians or AHA can establish viable businesses in the pastoral areas and effectively supervise the CAHWs. Linkages of CAHWs to the national veterinary authorities need to be clearly outlined.

**Output 2:** *IBAR's ability to inform and influence the national and international policies, institutions and norms that shape pastoral livestock service delivery in GHA strengthened.*

IBAR acknowledges that it requires increased capacity at Directorate-level to handle dissemination of policy advice and interaction with member states at Ministerial level. The Directorate's role would be to help coordinate views on national and international veterinary policies and also engage with a constituency of policy makers whose portfolios extend beyond the confines of the livestock sector. The key point here is that during this period of review by AU and its member states it is essential that CAPE assists IBAR to create profile and impact at national and international levels.

**Output 3:** *The capacity of conflict management organisations to initiate peace efforts and consolidate peace in GHA strengthened.*

This proposed new output regularises the status of the conflict management component as an integral part of CAPE, and directs CAPE towards sharing its knowledge and approaches - subject to the comments on contextualising those experiences above.

## ANNEX B.3: SUNNARY OF PROGRESS OF NATIONAL PROGRAMMES (30/08/2002)

Annex B3: Etat d' Avancement du PACE dans les pays, Septembre 2002 (26 pays ayant recus des fonds)							
	ND	0	+	++	+++	sum	
<b>Objectif 1 : Développement des capacités nationales d'analyse et d'action dans les domaines de l'épidémiologie, la santé animale, la communication et la gestion de projets</b>							
1.1	Réseau d'épidémiologie créé et fonctionnel	0	3	10	13	0	26
1.2	Agents de terrain formés et équipés (même partiellement)	0	1	12	13	0	26
1.3	Présence de compétences en laboratoire pour le diagnostic	0	7	8	11	0	26
1.4	Activités de surveillance de la faune sauvage en cours	0	9	6	11	0	26
1.5	Présence d'un chargé de communication avec un plan de travail	0	2	17	7	0	26
1.6	Existence d'une base de données zoo-sanitaires.	0	11	9	6	0	26
1.7	Présence de compétences en économie de la santé animale	0	24	2	0	0	26
1.8	Bonne connaissance des procédures de gestion des projets financés par le FED	17	0	4	5	0	26
1.9	Niveau de réalisation des investissements prévus sur le DP1	3	0	14	3	6	26
1.10	Publication d'un bulletin d'informations zoo-sanitaires.	0	16	10	0	0	26
<b>Objectif 2 : Amélioration de l'accessibilité et de la distribution des médicaments et des services aux éleveurs</b>							
Services vétérinaires organisés en cohérence avec critères de l'OIE sur la qualité							
2.1	des services vétérinaires nationaux.	0	1	25	0	0	26
Présence de vétérinaires privé qui participent à la fourniture des prestations en							
2.2	matière de santé animale.	0	4	15	7	0	26
Existence de textes législatifs et réglementaires garantissant l'exercice des							
2.3	vétérinaires privés	0	1	25	0	0	26
Mise en place des mesures favorisant l'installation et le développement d'un							
2.4	secteur vétérinaire privé	0	14	10	2	0	26
2.5	Recouvrement des coûts des prestations vétérinaires institué.	0	1	21	4	0	26
2.6	Présence d'organisations professionnelles, notamment un Ordre des vétérinaires.	0	2	20	4	0	26
2.7	Présence d'associations d'éleveurs structurées.	0	1	17	8	0	26
<b>Objectif 3 : Lutte contre la peste bovine</b>							
3.1	Arrêt de la vaccination contre la peste bovine.	0	0	7	1	18	26
3.2	Pays engagé dans la procédure OIE.	0	2	17	7	0	26
3.3	Activités de surveillance de la peste bovine en cours	0	2	9	9	6	26
3.4	Recherche active de cas de stomatites entériques.	0	9	11	1	5	26
3.5	Surveillance de la faune sauvage, notamment par des enquêtes sérologiques .	0	9	13	3	1	26
3.6	Plan d'intervention d'urgence rédigé	0	4	22	0	0	26
Elaboration d'un dossier provisoire à soumettre à l'OIE pour l'obtention du statut							
3.7	de pays indemne de la PB	0	19	7	0	0	26
nombre		24	24	24	24	24	
somme		20	142	311	115	36	
moyenne		0,83	5,92	12,96	4,79	1,50	26,0
% distribution		3,2%	22,8%	49,8%	18,4%	5,8%	100,0%
somme ND exclus			142	311	115	36	604,0

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	1	1	10	3	2	
Gambie	0	0	0	0	1	0	0	nd	3	0	4	1	1	1	0	1	1	1	8	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

## ANNEX B.4: REVIEWS OF INDIVIDUAL UNITS

### 1. EPIDEMIOLOGY, WILDLIFE AND DATA MANAGEMENT

#### 1.1. BACKGROUND

##### 1.1.1. *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 has been 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 (Contagious Bovine Pleuropneumonia - CBPP, African Swine Fever - ASF, and Rift Valley Fever - RVF) have begun to be addressed. A summary of activities/outputs is given in par. 1.11 (Appendix 2: PACE PEU Overview PEU activities and outputs 2000 - 2002)..

##### 1.1.2. *Data Management Unit (DMU)*

According to the LF of the DMU, the role of the unit is 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 at present the key activity of the DMU is the establishment of an information system to assist the different PACE units in the attainment of the programme results. The DMU therefore operates in close collaboration with the PEU. With a staff of one veterinary officer/GIS information management specialist, the DMU is the smallest of the common services units. It started to operate in the second half of 2000. The DMU provided PACE/IBAR with intranet services and a new local area network server, and produced a CD-ROM with documentation on the PARC and PACE programmes. For the data management system, the DMU collected baseline data from the national projects through 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 illness of the consultant. Finally, the DMU decided to develop its own database management system: the PACE Integrated Database (PID). This system is now becoming operational and has many features which (especially when the website becomes operational) will make it a precious multi-purpose tool for PACE and IBAR.

### **1.1.3. *Wildlife epidemiology***

Wildlife epidemiology has proved indispensable for the collection of information on dynamics, in space and time, of rinderpest virus infection in African ecosystems. The capacity was initiated under the PARC project as the EU Wildlife Veterinary Project and is now provided by the Wildlife Epidemiologists for East- and West Africa, based in Nairobi and Bamako. Key data on the epidemiology of lineage II rinderpest virus infection in East Africa have been produced by the wildlife unit in Nairobi, the detection of lineage II rinderpest virus activity in buffaloes in Meru is a good example. Work in West Africa has been essential for rinderpest eradication strategies in producing baseline data on antibody prevalence in buffalo populations. Also in West Africa, the role of wildlife in diseases other than rinderpest (PPR, RVF, ASF) has been investigated. An overview of wildlife epidemiology activities during the PACE project is given in par. 1.11 (Appendix 2: PACE PEU Overview PEU activities and outputs 2000 - 2002).

## **1.2. PROGRESS**

### **1.2.1. *Building national capacities for epidemio-surveillance***

Several earlier workshops and meetings were devoted to capacity building in epidemio-surveillance and consolidating progress on the OIE pathway to freedom from Rinderpest. The Bamako unit carried out missions to West African countries to provide assistance in emergency preparedness planning and progress with the OIE pathway towards Rinderpest eradication. Time consuming and costly as these efforts have been, it is not certain that they will produce certification within the expected time frame. The PEU has noted that some OIE requirements are potential obstacles for progress of African countries along the Pathway<sup>1</sup> and the PEU main epidemiologist also expresses concern about countries' lack of initiative in drafting application dossiers and emergency plans. Presently, 10 countries (for which rinderpest is no longer a primary concern as they have not experienced the disease for at least 10 years) have prepared dossiers for submission to the OIE and IBAR before the end of November 2002.

### **1.2.2. *Facilitating the eradication of rinderpest***

Good progress was made by an assessment of the West/Central African "cordon sanitaire" by the PEU Epidemiologist, and the subsequent tripartite meeting in Khartoum in September 2001, resulting in the decision to abolish the cordon as an immune barrier. The renewed focus on lineage-II rinderpest eradication with a strategy, developed in the workshop held in June 2002 in Nairobi is another marker of good progress. The East African wildlife epidemiology unit provided data on the activity of this virus strain in buffaloes that have been essential for strategy determination.

### **1.2.3. *Assisting in the control of other epizootic diseases***

A workshop on CBPP, conducted in Addis Ababa in November 2001 has provided much-needed guidelines for the development of control strategies. ASF and RVF strategies/policies have been addressed respectively by a workshop in Lomé in October 2001, and by an initiative of the PEU to ensure updating of the OIE chapter on RVF, which will remove unnecessary obstacles to livestock

---

<sup>1</sup> 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. PACE Main Epidemiologist, July 2001.

exports. The PEU has recently proposed to consider the establishment of "disease free export zones"<sup>2</sup> 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.

### 1.3. 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 countries<sup>3</sup>, 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 to the initiative of the Addis Ababa workshop towards the development of a CBPP strategy<sup>4</sup>. Equally, the workshop in Nairobi in June 2002 was highly relevant as it renewed the PEU focus on the problem of mild rinderpest and activated the development of eradication strategies. Here, wildlife epidemiology has played an equally relevant part. High relevance is also recognised to the initiative of the PEU towards the establishment of disease-free zones for export.

### 1.4. EFFICIENCY

Efficiency of the PEU has suffered from its slow inception and by the initial 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 epidemio-surveillance capacities with the aim of enabling countries to meet OIE requirements for the certification of freedom from rinderpest. According to the amount of investments in resources on the one hand and results on the other<sup>5</sup>, 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 ecosystem<sup>6</sup>.

### 1.5. 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

---

<sup>2</sup> 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.

<sup>3</sup> 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.

<sup>4</sup> Workshop on CBPP, Addis Ababa Nov 2001.

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

<sup>6</sup> Workshop on Mild Rinderpest, Nairobi June 2002.

experienced in the inception phase, reported by the PEU. Effectiveness, as expressed by the number of national programmes operating effective epidemio-surveillance networks, eradicating Rinderpest and controlling selected major epizootic diseases, is limited. On the other hand, however, the effectiveness of decision-making and policy formulation activities with medium- to long term goals is considered much better.

## 1.6. IMPACT

The attainment of the project goal of improving animal health by providing countries with specific epidemiological tools requires a good deal of capacity building in the medium and long-term and limited impact for beneficiaries will be noticeable at this time.

Rinderpest eradication activities in southern Sudan largely consisted of consolidating the success of vaccinations by further reinforcing surveillance but are considered to have had good impact especially since other diseases are now beginning to be addressed.

On the longer term, impact can be expected from a number of actions initiated and/or proposed by the PEU in the relatively short post-inception period.

After two years of operation, the Data Management Unit (DMU) of PACE has developed the PACE Integrated Data Base (PIDB) with the aim of compiling and exchanging national, regional and continental epidemio-surveillance information for RP and other major epizootic diseases. For PACE member countries with access to the internet, the PIDB will soon become fully operational, although in some of these countries, due to difficulties experienced in accessing the internet, the PIDB is expected to have a low impact in the next few years.

## 1.7. SUSTAINABILITY

Epidemio-surveillance systems set up during the PARC project had the clear purpose to detect rinderpest infection. By the time the model was taken over by PACE as a way to consolidate the eradication effort, the disease had disappeared from most African countries and the economic incentive was gradually lost. Sustainability of epidemiological surveillance is a function of its role in the overall animal health delivery system. Most epidemio-surveillance systems are now legally part of veterinary services with government commitments assuring continued functioning. However for optimal sustainability, they must deliver tangible benefits to the end-users and their role must be understood by team players collecting data and implementing the measures indicated by epidemiological analysis. As long as epidemio-surveillance in the PACE countries does not have a visible capacity to contribute to solving current animal health problems, it may acquire the image of an instrument that has outlived its initial purpose of rinderpest eradication, and lose support from interested parties. Unless the efforts deployed by the PACE/PEU to build epidemio-surveillance capacities are perceived in a wider framework that goes beyond rinderpest, the sustainability will remain low. This problem has been recognised by the main epidemiologist and recent policy decisions and initiatives of the PEU<sup>7</sup> indicate that the sustainability issue will be addressed by building appropriate systems that will answer specific needs.

Additionally it should be noted that to ensure the sustainability of the anticipated impacts of PACE following the end of the project, the national surveillance networks need to be continuously coordinated at regional and continental levels. On technical grounds, the current DMU of PACE is in a better position than the PCU to continuously coordinate the future national compilation of epidemio-surveillance data.

---

<sup>7</sup> Creation of disease-free export zones, discussion paper by PEU Main Epidemiologist, Oct 2002

### 1.8. 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>

### 1.9. CONCLUSIONS

- In most African countries, rinderpest has ceased to be a threat to livestock industries about a decade ago. For such countries, progress along the OIE pathway to freedom from rinderpest is not necessarily a valid indicator of a successful PACE project.
- 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.
- More tools will have to be deployed to increase the value of active disease search for the detection of endemic rinderpest.
- Wildlife surveillance remains vital for the detection and monitoring of rinderpest virus activity in African ecosystems.
- Timely and efficient implementation of 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.

### 1.10. RECOMMENDATIONS

- Individual countries should be given the choice with regards to the OIE pathway to follow.
- PACE should facilitate the OIE certification process by reviving the dialogue with OIE and FAO on an alternative pathway for the African countries.
- PACE should concentrate 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 other donors.
- Support of the activities of the Wildlife Epidemiologists should continue, focused on areas where there is evidence of rinderpest virus circulation.

- The use of PPR vaccine for the control of low-virulent rinderpest should be considered, as well as the use of rinderpest research funds to finance field tests with this vaccine.
- PACE initiates the establishment of control mechanisms regulating the production, sale, maintenance of stocks, and use of rinderpest vaccine to exclude unauthorised vaccinations.
- The MTR supports the recommendations of the Advisory Committee on the Regional Reference Laboratory in Muguga and stresses the importance of assuring the laboratory's services in the longer term.
- The initiative of creating export zones should be pursued by committing a feasibility study.
- The PEU should assist countries in the development of policies for the control of other transboundary diseases.
- PACE should give priority to providing countries with guidelines for appropriate strategies, vaccines, vaccine strains and vaccination practices for the control of CBPP.
- The possibility should be explored of making use of the PACE Kenya mobile laboratory for sero-surveillance of lineage II rinderpest.
- The DMU should consider the possibility of risk analysis for lineage II RP infection using data on wildlife and livestock densities, movements, "interface" zones, rainfall, vegetation and data on livestock migration routes and marketing trends (including GIS and NDVI).
- PACE should identify and address constraints that may threaten timely implementation of the Kenya and Somalia national programmes.

## **APPENDIX 1: PACE VETERINARY LABORATORY SERVICES**

### ***Role of laboratories in the PACE programme.***

Laboratories are essential for (differential) diagnosis, confirmation and seromonitoring of rinderpest infection. For OIE certification of freedom from rinderpest, countries must have diagnostic laboratory services, functioning according to the standards recommended by the OIE, or other internationally recognised standards<sup>8</sup>.

### ***PACE and IAEA support to national laboratories***

The PACE programme supports national laboratories by providing the country projects with funds for diagnostic materials (ELISA kits and consumables) which are procured from the private sector. The IAEA is supporting the national laboratories with technical expertise, quality control, and training. National laboratories are normally equipped to carry out: Agar gel immunodiffusion (AGID), Immuno-capture ELISA for RP and PPR antigen detection, and ELISA tests (competitive and indirect) for antibody detection.

### ***Regional Reference Laboratories, IAEA assistance***

AU/IBAR has been appointed three national veterinary laboratories as Regional Reference Laboratories:

- The National Veterinary Research Centre of Muguga, Kenya;
- Laboratoire Central de Pathologie Animale, Bingerville, Côte d'Ivoire ;
- Laboratoire National d'Elevage et de Recherches Vétérinaires, Dakar, Senegal.

These laboratories are able to perform virus neutralisation, isolation and identification and PCR for RP and PPR, as well as differential diagnosis 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, Cameroon, and Democratic Republic of Congo. The report gives a comprehensive overview

---

<sup>8</sup> OIE Guidelines for the Evaluation of Veterinary Services, Chapter 1.3.4.

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 sero-surveillance reports over the year 2001<sup>9</sup>. 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 sero-surveillance becomes indispensable for the verification of absence of rinderpest infection. Problems of veterinary laboratories 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 and unforeseen expenditures.

### ***Options***

Donor support will remain crucial to assure laboratory services to rinderpest eradication, especially for the lineage II rinderpest eradication programme which will need the services of the East African regional reference laboratory for the coming 10 years.

Some countries or regions have the advantage of other laboratory/research facilities of universities, research institutes or private sector, which can take over routine testing under contract. The options to make use of such facilities when necessary, for instance speedy serological tests, need to be explored. Sub-contracting of routine tests to accredited laboratories is in compliance with OIE guidelines.

Pooling or sharing of resources between neighbour countries could be an option to overcome long- or short-term constraints. Improved communication and information exchange as a result of the IAEA RAF/5/053 project, as well as of the activities of the PACE DMU, should contribute to finding such solutions (e.g., the PACE laboratory in The Gambia should have been able to give a significant contribution).

---

<sup>9</sup> Analyse de la Performance des systèmes d'épidémiosurveillance dans les pays membres du PACE: Dr. Bidjeh Kebkiba, PACE PEU rept. 2002

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

DATE	OUTPUT/ACTIVITY
March 2000	1 <sup>st</sup> AC meeting, Nairobi
June 2000	PEU/CIRAD epidemiologist establishes regional unit for Central Africa in N'Djamena.
July 2000	2 <sup>nd</sup> 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 <sup>rd</sup> AC meeting, Addis Ababa. PACE and PEU strategies presented and agreed.
February 2001	Extensive reconnaissance of <i>cordon sanitaire</i> 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 <sup>rd</sup> Research coordination meeting of FAO/IAEA coordination research program on diagnosis & control of CBPP in Africa, Nairobi
September 2001	4 <sup>th</sup> AC meeting, Nairobi
October 2001	Workshop on African Swine Fever in Lomé, Togo
November 2001	Tripartite meeting on <i>cordon sanitaire</i> 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 <sup>st</sup> PEU Workshop on preparation of OIE dossiers, Abidjan
	5 <sup>th</sup> AC Meeting
June 2002	2 <sup>nd</sup> 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 <sup>th</sup> AC Meeting, Nairobi
October 2002	DMU has developed an integrated database: Pan African Animal Resources Information System now available

## 2. PROGRAMME COORDINATION UNIT

### 2.1. MANDATE

The Programme Coordination Unit (PCU) provides leadership to the PACE Programme and supervises and co-ordinates the centralised planning and reporting of national programmes and of the Common Service Units (CSU). The PCU also provides administrative and logistical support. The PCU is made up of only three persons, the Programme Coordinator and the Main TA both based in Nairobi, and a Regional Coordinator based in Bamako<sup>10</sup>. The Programme Coordinator is also responsible for co-ordinating the East African Countries. Between September 2001 and August 2002, when the position of the Main TA was vacant, the Programme Coordinator was also responsible for the tasks of Main TA.

### 2.2. PROGRESS

#### 2.2.1. Achievements

Major achievements of the PCU include: i) the recruitment of project staff; ii) the assistance given to individual countries in formulating their Global Plans<sup>11</sup> and in launching 28 national country projects; iii) the batch-wise consolidation of annual work plans and cost estimates; iv) the follow-up of reporting by the country projects; v) the preparation and holding of meetings by the Advisory Committee and the Policy Committee; vi) the organisation of workshops; vii) the regular and close coordination with AU/IBAR and the Lead Delegation in Nairobi; viii) the routine administration of the programme; and ix) the provision of logistical support to the members of the PACE team in Nairobi and Bamako.

#### 2.2.2. Constraints

The PCU became operational with the arrival of the Main TA in October 1999. The Main TA and Programme Coordinator were expected to facilitate the immediate implementation of country projects. However, delays were experienced due to:

- a) Differences in management systems between PARC and PACE;
- b) The need for the PCU to develop procedures and formats (e.g. for Global Plans, Work Plans and Consolidated Work Plans, and for monitoring and reporting), given that PARC did not have a management system for PACE to build on;
- c) The fact that issues related to government contributions to the national epidemio-surveillance networks and to the need for TA based at national level come up only after implementation of some national projects. This further delayed the start of country projects;
- d) The over-estimation of the management capacities of IBAR (the implementing organisation), during the preparation of PACE. Short-comings became evident particularly following the change of the Director of IBAR and the start of the restructuring of OAU; and

<sup>10</sup> In addition, the PCU employs since January 2001 one Administrative Assistant in Nairobi.

<sup>11</sup> The Global Plans of the 28 country projects were approved in 2 rounds and 3 batches as follows: August 2000, Round 1, Batch 1, 5 countries (Ethiopia, Rwanda, Mali, Guinea-Conakry, and Senegal); January 2001, Round 1 and Batch 2, 9 countries (Central African Republic, Chad, Gabon, Benin, Togo, Ghana, Ivory Coast, Mauritania and Niger); March 2001, also Round 1 and Batch 2, 10 countries (Somalia, Eritrea, Kenya, Uganda, Southern Sudan Sub-Project, Cameroon, Nigeria, Burkina Faso, Gambia, and Guinea-Bissau); August 2001, Round 2, Batch 1, 4 countries (Tanzania, Sudan, Congo Brazzaville, Spanish Guinea). There are 4 non-participating countries (Congo, Burundi, Liberia and Sierra Leone).

- e) The adoption of a centralised planning approach that created a workload 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.

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 contained rules that were not foreseen by the FA and were thus rejected by the Commission HQ and by the Kenya delegation. 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.

### 2.2.3. *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.

### 2.2.4. *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 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 the management of national PACE projects. To some extent, the problems were also caused by the lack of timely support and feedback provided by the PCU to these countries. Compared to the overall workload, 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 with regards to the overload of the Programme Coordinator and the PCU and to the consequences this has on their capacity to effectively provide leadership and strengthen team building. Nonetheless, it should also be noted that, from an efficiency point of view, given the scarcity of human resources, the outputs produced by the PCU are remarkable.

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.

### 2.2.5. *Effectiveness*

The assessment of the country projects visited by the MTR team indicates that most of these projects experienced considerable delays at the inception and have thus been in operation for a relatively short period. Therefore, country projects were only able to achieve limited outputs<sup>12</sup>. Overload of work delayed the PCU in giving timely feedback to requests by national projects. The request that national governments take over an increasing share of the recurrent costs for epidemio-surveillance networks only after implementation had started in some countries whilst the formulation of the Global Plans was already in advanced stage in other countries, was not well received by most and had a negative effect on the effectiveness of PACE in general, and the PCU in particular. In addition, external factors, including occasional interference and delays caused by the EC Delegations in some countries, may have also contributed to the low outputs of some national PACE projects. Consequently, the effectiveness of the PCU in launching and supporting the national PACE projects along the centralised planning approach is low.

---

<sup>12</sup> 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.

### 2.2.6. *Impact*

The main anticipated long-term effects by PACE in general and the PCU in particular are benefits which countries, regions and the continent derive from the effective epidemio-surveillance networks built up under PACE. In particular, these benefits are linked to the eradication of RP and to the control of other epizootic diseases.

Since many PACE country projects experienced delays and have just started, limited progress could be made in the eradication of RP, in the control of other major epizootic diseases, and in the setting up of effective national epidemio-surveillance networks. In West and Central Africa, RP has not been detected for more than 10 years, and some West and Central African countries are planning to declare a status of freedom from RP along the OIE pathway. In contrast, very limited or no progress has been achieved in some East African countries. The MTR team realised that it is highly likely that even after 4 years of support by PACE, most PACE countries will most likely be unable to effectively operate their national epidemio-surveillance networks without continued external support.

### 2.2.7. *Sustainability*

To ensure the sustainability of the anticipated impacts of PACE following the end of the project, the national surveillance networks need to be continuously co-ordinated at regional and continental levels. On technical grounds, the current DMU of PACE is in a better position than the PCU to continuously coordinate the future national compilation of epidemio-surveillance data.

Currently, the status of AU/IBAR is subject to review, and the future of AU/IBAR and role of the DMU are in the process of clarification. So far, neither PACE nor AU/IBAR have made a proposal on how to guarantee the future coordination of national epidemio-surveillance networks at continental level, and which roles the AU/IBAR and the DMU could and should play in maintaining a high degree of sustainability.

Since both the future status of AU/IBAR in general and the absorption by AU/IBAR of the long-term position of the DMU in particular are not yet clarified, the sustainability of PACE is considered to be problematic.

## 2.3. RECOMMENDATIONS

To avoid start up problems in the future as experienced by PACE, programmes of this magnitude should start with an inception phase of one to two years to be able to plan and start the national programmes.

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 CSUs and liaising with AU/IBAR and the lead Delegation – the Coordinator for East Africa should be recruited without further delays.

As part of the strengthening process of 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 agency, the PCU/PMU as managing unit and the lead Delegation as monitoring agency of 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.

### 3. COMMUNICATION

#### 3.1. MANDATE AND SITUATION OF COMMUNICATION UNIT

Strengthening the communication capacities of the national PACE projects and veterinary services is the main task and contribution of the Communication Unit (CU) towards strengthening national epidemio-surveillance networks, eradicating RP and controlling other major epizootic diseases. In addition, the CU is responsible for institutional communication, including strengthening of the PACE corporate identity and public relations for PACE/IBAR, knowledge and information management on animal health issues, etc.<sup>13</sup>

The CU comprises two TAs, one based in Nairobi and one in Bamako, a counterpart to the TA and a desktop publisher both based in Nairobi. Mainly as a result of different understandings on the role and tasks of the CU, the first two TAs left PACE after less than one year, and both positions remained vacant for around six months. Since the fourth quarter of 2001, that is when the next two TAs have taken up their post in Nairobi and Bamako, the PCU, the CU and the other Common Service Units have not reached a common understanding on the definition of communication, and the role, tasks and prioritisation of tasks of the CU in PACE. The members of the CU and the PCU could not solve the leadership in the CU. The results the CU could achieve under these difficult circumstances remain generally below the expectations.

#### 3.2. RELEVANCE

After having changed the strategy from vaccination under PARC to epidemio-surveillance under PACE, communicating the new strategy to the major stakeholders is recognised as essential for achieving the expected outcome and outputs of PACE. Messages aimed at eradicating RP and controlling major epizootic diseases consist of a technical core, which applies uniformly to all PACE member countries. To be able to be communicate effectively, however, the technical contents of the messages have to be adapted to the country- and culture specific conditions. This is mostly the task of the national CU and less of the regional CU. After having succeeded in strengthening national communication capacities, the relevance of the regional CU should decline over time.

The MTR considers the building of a corporate identity or brand image for PACE and OAU/IBAR less relevant and important for the CU. The MTR is of the opinion that PACE/the CU should outsource to competent private PR companies major parts of building up the corporate identity.

#### 3.3. EFFICIENCY

Since the start of PACE, the CU was plagued by the following problems: a) a different understanding of communication between the CU, the PCU and the other team members; b) different prioritisation of responsibilities between the CU and the PCU; c) late recruitment and very short assignment periods of the first two TAs; d) delays encountered in recruiting the second two TAs; and e) a substantially reduced budget of the CU for Work Plan & Cost Estimates for year 3. Strengthening of national capacities has progressed more in West and Central African than in East African countries. Due to missing technically sound recommendations from the PEU, the CU could not develop appropriate extension materials and extension campaigns for RP lineage 2. All the above-mentioned factors contributed to the achievement of results below expectations at the end of the third year of PACE. Taking all the unfavourable circumstances into account, the efficiency of the CU to utilise its resources, in particular TA and time, is considered problematic.

---

<sup>13</sup> See PACE Communication Strategy, Putting Ideas to Work! Poster prepared by the CU during the first half of 2002; and the current work plan of the CU.

### 3.4. EFFECTIVENESS

The effectiveness of the CU can be measured by the extent to which 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 to strengthen 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 a result of the small budget allocated to communication in the PACE Global Plans, many countries lost the key staff trained under PARC in communication. During the first three years of PACE, the effectiveness of the CU in building-up and strengthening national communication capacities has been poor.

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

### 3.5. 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 to provide 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 impact the CU has achieved so far is low.

### 3.6. 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. Improved capacities of the national CUs to analyse and address specific disease situations are a clear proof of the degree of sustainability achieved by the regional CU.

Except in Guinea Conakry and Ethiopia, the CUs of the majority of the other PACE countries have most likely not yet reached this status. The current degree of sustainability of the regional CU is unsatisfactory.

#### 4. VLPV – VETERINARY LEGISLATION AND PRIVATISATION UNIT

The Veterinary Legislation and Privatisation Unit is the PACE unit set up to deal specifically with privatisation and legislation issues. Its tasks according to the FA are to *“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, 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 arid regions, and more generally in the process of privatising veterinary medicine”*.

The unit is composed of a Technical Assistant – without any other support - recruited through an international tender in August 2000 for a period of 3 years. The contract ends in July 2003.

According to the Financing Agreement (FA) the VLPV should closely collaborate with the Community-based Animal health and Participatory Epidemiology (CAPE) unit for activities foreseen under thrust 2, “Improving the Delivery of Veterinary Services”, namely:

- ✓ Advise national level authorities to establish participatory mechanisms for discussing animal health related policies.
- ✓ Advise national level authorities to adopt policies that promote complementary work between public and private animal health workers through various approaches e.g. demonstrations of good practices and exposures to appropriate models.
- ✓ Advise national level priorities to review legal framework for private veterinary practice and to organise and regulate drug marketing.
- ✓ Urge tertiary training institutions to review curricula in favour of producing graduates who can work in integrated approaches and who aspire to self employment and facilitate counselling of graduates accordingly.
- ✓ Continue to encourage the creation of professional associates of animal health workers (integrated livestock and wildlife).
- ✓ Continue to encourage the creation of associations of livestock keepers.
- ✓ Facilitate training of livestock keepers and animal health workers under the umbrella of associations.
- ✓ Facilitate authorities of selected countries to conduct priority studies in technical and social economic fields.

The VLPV focused its work plan on two main priorities, namely:

1. The promotion of the IBAR guidelines on the reorganisation of veterinary services in countries according to OIE requirements; and
2. The diffusion of guidelines for harmonising the approach to the revision of veterinary legislation in PACE Countries.

The OIE guidelines for veterinary services state that *“exporting countries are obliged to have National Veterinary Services able to produce reliable certifications meeting international sanitary regulations”*. To fulfil this prescription, the AU/IBAR therefore recommends that countries shall:

1. Adopt a National Animal Health Policy;
2. Update the legislative framework for animal health;
3. Structure the animal health manpower.

The VLPV has elaborated and is widely circulating orientation documents and information in order to make national PACE programmes aware about the OIE guidelines and to harmonise ruling

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;
- ✓ Support a study on delivery of veterinary medicine through CAHWs in Western Africa<sup>14</sup>.

The VLPU area of activity covers all PACE countries with special emphasis on privatisation. Advice on the improvement of veterinary legislation and privatisation is sometimes provided by the headquarters 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 important 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 considered as a subunit inside the unit established to back up the organisation of veterinary services. In

<sup>14</sup> The study was launched by CAPE using CAPE EDF funds in consultation with VLPU.

reality CAPE has always been considered as a unit. During the Machakos workshop, the status of CAPE as a unit was reiterated but it was also noted that “*units of the common services do not work as partners and each component tends to consider their information as privileged*”. Still now, there is a lack of communication and coordination between the VLPU and CAPE that has not yet been solved. We hope that the recent engagement taken by both units during the 6<sup>th</sup> Advisory Committee meeting – i.e. to work in closer coordination and collaboration under the guidance and active supervision of the PCU- will be really put into practice.

The aim of both units –VLPU and CAPE- is to offer a better service to farmers through facilitation at field level of a private delivery of veterinary services. The approach is different –top level and nationally based for VLPU, grassroots and ecosystem level for CAPE- but the units tried to collaborate on the following topics:

- ✓ Development of ToR for a joint study on CAHWs delivery system in West Africa;
- ✓ Livestock policy and legislative development in Kenya;
- ✓ OIE/IBAR collaboration;
- ✓ Livestock policy baseline in Eritrea.

Progresses in reviewing the livestock policy and adopting reliable and comprehensive animal health legislation are slow but continuous in all PACE countries. The VLPU is actively supporting the process but the role and commitment of national governments is of basic importance for achieving the objective.

Apart from the elaboration of guidelines for the reorganisation of veterinary services, the support to UA/IBAR is mainly carried out by CAPE.

**Relevance:** The improvement of the delivery of veterinary services is a core issue of PACE. The importance of privatisation has been reiterated during the last World Veterinary congress in Tunis in September 2002.

**Efficiency:** The unit is understaffed and can count on a limited budget. It would have been suitable to strengthen the unit since the beginning, recruiting a further TA to be assigned to the Regional Coordination units.

**Effectiveness:** The role of National Governments is of basic importance for the success of the privatisation process and for the adoption of a legislation promoting the development of private veterinary practices. Privatisation of veterinary services is a national issue: Governments have to choose whether to follow or not the privatisation paths, and PACE can only provide them with skilled advice and adapted guidelines. Within the limits posed by its budget and available human resources, the VLPU has deployed great efforts in accompanying the process.

**Impact:** The VLPU continued and consolidated the achievements reached under PARC that had placed great emphasis on privatisation and had made important progress especially in West African Countries. Slower progresses have been recorded also in East Africa, above all in Uganda and to a lesser extent in Ethiopia. To achieve durable results it would be suitable to extend the TA and so continue the support to the privatisation process in all PACE Countries.

**Sustainability:** Being a one-man unit with small funds available and 30 Countries to cover, the unit is clearly understaffed. The contract of the TA expires in July 2003 and there are no tangible signs that it will be extended or renewed. At present, the national programmes in PACE countries where privatisation is a critical issue are not in the position to continue pursuing the privatisation process effectively. There is still the need for an external advice and support for putting in place a reliable privatisation process.

## 5. CAPE<sup>15</sup>

### 5.1. PROJECT RATIONALE

The CAPE Project was designed to complement PACE by fulfilling crucial PACE objectives in the pastoral areas of Africa. A key development objective of PACE was the eradication of Rinderpest which still persists in some remote pastoral areas and remains a major cause of impoverishment among pastoralists. The remaining rinderpest foci are characterised by conflict, insecurity, remoteness, difficult terrain, poor veterinary services and nomadic livestock production systems. Currently rinderpest eradication is in its final stages and at a crucial point of vulnerability to resurgence of epidemics. The challenge facing PACE is access to these remote pastoral communities. To ensure PACE access to pastoral areas, the CAPE project was to establish sustainable community based animal health delivery and surveillance systems in the pastoral ecosystems of the Greater Horn of Africa.

### 5.2. COMPLEMENTARY LINKAGES BETWEEN PACE AND CAPE

The CAPE project complements PACE by contributing towards the achievement of the PACE objectives. The goal of PACE is “combating poverty among those involved in stock farming by improving productivity” whilst CAPE focuses on combating poverty among the pastoral communities in the Greater Horn of Africa. However the objective for CAPE which is “the establishment of community based animal health delivery systems in pastoral areas to control livestock diseases that threaten the health and productivity of livestock reared in the region”, is complementary to PACE immediate objectives which are as follows:

- Safeguarding animal health in Africa against major animal health diseases (OIE list A diseases).
- Strengthening the capability (National and regional) to assess the technical and economic aspects of animal diseases and generate appropriate programmes for their control.

Clearly the logical frameworks of the two projects do not interlock but rather complement each other (see par. 5.3 - Appendix: Linkage of CAPE and PACE Logical Frameworks - Original version 2000Annex 1).

---

<sup>15</sup> This chapter is the result of the contribution provided by the fifth team member of the MTR team, Dr Ntando Tebele financed by DFID. In addition to the contribution presented in this Annex, it should be noticed that Dr Ntando Tebele has contributed to other sections of the report, namely: Annex B.1 ‘Institutional context’ and Annex B2 ‘Summary of the MTR of CAPE’.

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 CBPE.	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.

There have been constraints in 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 31<sup>st</sup>, 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 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 if VPLU focused its attention on veterinary legislation and privatisation of veterinary services, while CAPE focused on the integration CAHWs in national veterinary services, with particular emphasis on pastoral areas. 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).

5.3. APPENDIX: LINKAGE OF CAPE AND PACE LOGICAL FRAMEWORKS - ORIGINAL VERSION 2000<sup>16</sup>

	Narrative summary	Verifiable indicators	Means of verification	Important assumptions
<b>PACE Goal</b> <i>Combating poverty among those involved in stock farming by improving productivity</i>				
<b>PACE Purposes</b> <ul style="list-style-type: none"> <li>◆ <i>Strengthening the capability (National and regional) to assess the technical and economic aspects of animal diseases and generate appropriate programmes for their control.</i></li> <li>◆ <i>Safeguarding animal health in Africa against major animal health diseases (OIE List A diseases)</i></li> </ul>	<b>CAPE Goal</b> <ul style="list-style-type: none"> <li>✓ <i>Combating poverty and vulnerability among pastoral people in the Greater Horn of Africa by controlling livestock disease</i></li> </ul>	<ol style="list-style-type: none"> <li>1. Food security indicators improved in pastoral communities.</li> <li>2. Improved livelihood indicators as identified and measured by pastoral communities (indicators to be determined).</li> </ol>	<p>UN &amp; WFP reports.</p> <p>Programme reports on participatory monitoring and impact assessments.</p> <p>FAO reports</p>	
<b>PACE Results</b> <ul style="list-style-type: none"> <li>◆ <i>Reinforcing animal epidemiology services (information, diagnostics and follow-up) and control of major animal diseases.</i></li> <li>◆ <i>Greater privatisation of veterinary services and public/private sector linkage in the field.</i></li> <li>◆ <i>Rinderpest eradicated from Africa; greater control of other epizootic diseases, especially CBPP.</i></li> <li>◆ <i>At Pan-African level, sustainable co-ordination of national animal health systems and arrangements for tackling epizootic diseases set up</i></li> </ul>	<b>CAPE Purpose</b> Provision of sustainable community-based animal health delivery systems and veterinary supervised in pastoral areas to control livestock diseases that threaten the health and productivity of livestock reared by pastoralists in the region.	<ol style="list-style-type: none"> <li>1. Countries in the GHA and international agencies adopt and replicate proven and sustainable community-based animal health delivery systems to control epizootic diseases in non-fieldwork areas</li> <li>2. International agencies incorporate of community-based methodologies and practices into global normative guidelines.</li> <li>3. Improved animal health &amp; production indicators as identified and measured by pastoral communities (indicators to be determined).</li> <li>4. Number of private veterinarians operating in pastoral areas increased.</li> <li>5. OIE recognises disease surveillance information collected by vet supervised CAHWs</li> </ol>	<p>OIE reports</p> <p>PACE reports</p> <ul style="list-style-type: none"> <li>✓ FAO reports</li> <li>✓ Government veterinary service reports to OIE and PACE programme.</li> </ul> <p>Project reports on participatory monitoring and impact assessments.</p>	<p>Existing macro-economic trends continue at similar rate.</p> <p>Security situation remains stable</p> <p>Climatic shocks follow similar pattern to recent years.</p> <p>No previously unknown epizootics emerge during the programme.</p> <p>IBAR and PACE programmes and national projects are well planned and receive funding.</p>

<sup>16</sup> CAPE logframe has since been revised twice, after the inception period in April 2001 and following the CAPE MTR in September 2002 (see Annex B.2 for details).

*CAPE Results*

<ol style="list-style-type: none"> <li>1. Community-based animal health delivery systems capable of epizootic disease control and surveillance are established in key ecosystems and elsewhere</li> <li>2. Capacity of OAU / IBAR to champion institutional reforms is strengthened.</li> <li>3. Policy and legislation to enable community-based animal health delivery systems in pastoral areas in place.</li> <li>4. Relevant data and information to support policy change and scaling up of CAH services is collected and utilised by stakeholders</li> <li>5. Effective Dissemination of information on animal health service delivery and best practice guidelines for pastoral areas to stakeholders within the region and internationally.</li> </ol>	<ol style="list-style-type: none"> <li>1. All participating countries with pastoral zones cease rinderpest vaccination and advance along OIE pathway.</li> <li>2. OAU member states adopt recommendations for reform put forward by OAU / IBAR</li> <li>3. Policy and legislation to support CAH systems changed in nations occupying 5 ecosystem areas by year 2004.</li> <li>4. At least 6 publications containing information relevant to policy makers available to policy makers by year 2004.</li> <li>5. Information on community-based animal health delivery systems promoted in a format appropriate for policy makers</li> </ol>	<p>Pace reports</p> <p>National Gazettes</p> <p>OIE reports</p> <p>OAU reports</p> <p>Legal documents at national level.</p> <p>National drug inspectorates reports</p> <p>FAO EMPRES publications.</p> <p>CAPE reports</p> <p>Project documentation</p>	<p>No previously unknown epizootics emerge during the programme.</p> <p>Government veterinary services are able to allocate funds to pay for epizootic disease control using the private sector delivery systems.</p>
---	---	--	---

## 6. ECONOMICS UNIT

The Economics unit, consisting of 2 persons and with a budget of € 600.000, equivalent to 4% of the overall budget for Common Services, is one of the smallest units in PACE. The unit is the successor to the Economic Support Unit set up under PARC. The objectives were originally described as (annex 14, PACE formulation final report):

- build capacity, in each country, for economic assessment of animal health and diseases control programmes;
- develop, broaden and institutionalise a sustainable capacity to carry out economic impact assessment in OUA/IBAR<sup>17</sup>.

The FA describes the mandate of the socio-economics unit as being “responsible for developing appropriate instruments for socio-economic evaluation of diseases and devising projects for their control” (FA, annex DTA fin, p.3). Subsequent documents (Machakos workshop, strategy statement presented at 3<sup>rd</sup> Advisory Committee Meeting (ACM), Jan. 2001) describe the mission of the unit as “to improve decision-making in animal diseases control at individual, national and regional levels”. The 5<sup>th</sup> ACM recommended a change in primary focus of the Economics unit<sup>18</sup>: “IBAR must be able to provide arguments for veterinary services to justify use of resources for epidemio-surveillance. This is a key to the sustainability of the PACE investment”

Activities undertaken by the unit are reported in various progress reports, most recently in a report submitted to the 6<sup>th</sup> ACM, Oct. 2002. A full list of reports and outputs of the unit is presented in the appendix. Training (designated as ‘transfer of knowledge’) activities have been undertaken in 6 countries for about 150 persons. Non-economists are the primary target group.

### 6.1. RELEVANCE

Views as to the role of the unit, and the relevance of economics, have changed over the years. The initial emphasis on capacity building is of less importance today: there is no shortage of trained staff and the capacity of IBAR is constrained by funds and mandate rather than by lack of staff. Capacity building in economics of animal health, moreover, is an activity for which others are better qualified and for which PACE lacks a comparative advantage.

Views on the role and usefulness of economics in PACE range from ex-post justification to ex-ante design with the AC and PACE management appearing to emphasize ex-post justification, including impact evaluation. However, earlier efforts at impact evaluation and economic justification have suffered from unavailability of reliable data, lack of transparency and the ‘black box’ nature of the calculations<sup>19</sup>. Intervention strategies are currently being redefined but neither the CBPP nor the RP2 workshop paid much attention to economic aspects. Staff of the economics unit also did not participate in the meeting devoted to the design of a control strategy for RP2. Economics has thus been of limited relevance to the design of strategies.

<sup>17</sup> Source: Annex 14, PACE formulation final report.

<sup>18</sup> Report of 5<sup>th</sup> ACM, april 2002, p.6. Note that, in this context, the report refers to a recommendation made by the Policy Committee. Available draft notes of the meeting are not clear on this issue however.

<sup>19</sup> It is to be recalled that an economic evaluation of PACE was undertaken at the time of the formulation of PACE (annex 19 of Final Report, 1998). The result shows a modest but acceptable financial rate of return of 16.3% but assumptions made and values and coefficients used are not always made explicit, making it impossible to reconstruct the calculation or test validity of assumptions and undermining the credibility of the estimates presented. In fact, as emphasized in the reports itself, given the lack of reliable data on incidence of classical RP and the extent of guesswork needed, error margins are very large and reliable answers can not be given. Further research would be required. The most promising work, to-day, is that relating to epidemiological modelling in combination with participatory methods to estimate disease incidence.

## 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. Knowledge transfer at national level may not have been equally efficient; use of local trainers would have been more appropriate. However, it should also be recognised that it is only more recently that most countries have received their financial resources and have started to recognise the importance of training on these issues.

## 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 therefore uncertain.

## 6.5. SUSTAINABILITY

At national level some 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.

## 6.6. RECOMMENDATIONS

The Economics unit, though 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 emphasise 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 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). Additionally, policy analyses and formulation of effective marketing and trade information systems should also be given due consideration. On the other hand, work on impact evaluation, to update and revise earlier work, needs to be undertaken as well but this is not a priority and could be more appropriately contracted out to independent, research-type, organisations (as had been the case under PARC).

## 6.7. APPENDIX: LIST OF DOCUMENTS PRODUCED BY THE OAU/IBAR-ECONOMICS SUPPORT UNIT:

1. Costing of national epidemiological surveillance systems and funding levels required for their sustainability. OAU/IBAR/PACE Nairobi October 2002.
2. *Ex-ante* Economic Analysis of Animal Disease Surveillance. OAU/IBAR/PACE, Nairobi, October, 2002.
3. Public versus private sector performance in the delivery of animal health services in Kenya. OAU/IBAR/PACE, Nairobi, October, 2002.
4. Patterns of change in bovine meat production and consumption in Africa. OAU/IBAR/PACE-ILRI, Nairobi, February 2002.
5. Dairy Imports into the Developing World: A Cross-country Co-integration Analysis. Paper submitted for review by Agricultural Economics Journal. April, 2002.
6. Policies for improved livestock development and trade in Africa. Paper presented at the Sixth Conference of Ministers Responsible for Animal Resources in Africa, Addis Ababa, Ethiopia, March 18 – 22, 2002.
7. Economic impact assessment of rinderpest control in Africa. Scientific and Technical review of the OIE. Vol. 18 (2). Pp. 458 – 477.
8. An analysis of Kenya's livestock commodity export supply. Journal of International Food and Agribusiness Marketing. Vol. 12 (4), 2001, pp. 23 – 46.
9. Animal and animal products trade in Africa: New development perspectives in international trade for Africa. Journal of International Food and Agribusiness Marketing – Forthcoming.
10. Analysis of household attitudes toward the purchase of livestock products and fish in Cameroon. Agricultural Economics, Vol. 20. 2001, Pp. 135 – 147.
11. Economic problems facing African Governments: An update and prospects for CBPP control programs and other major epizootics. Paper presented at the Fourth Advisory Committee of the PACE Program. Nairobi, Kenya 13<sup>th</sup> – 14<sup>th</sup> September, 2001.
12. Financing livestock and animal health services in Sub-Saharan Africa: The case of Cameroon, Ethiopia, Kenya, Mali, Tanzania And Uganda. OAU/IBAR/PACE, Nairobi, April 2001.
13. Patterns of change in dairy production and consumption in developing countries from 1985 – 1998. OAU/IBAR/PACE- ILRI, Nairobi, February 2001.
14. The impact of animal health expenditures on the performance of the livestock sub-sector in Kenya. OAU/IBAR/PACE-ILRI, Nairobi, February 2000
15. Manual for economic impact assessment of rinderpest control. OAU/IBAR/PARC-ILRI, Nairobi, December 1999. 65pp.
16. Probit analysis of livestock producers' demand for private veterinary services in the high potential agricultural areas of Kenya. Agricultural systems, Vol. 59, 1999. Pp. 163 – 176.
17. Final report of the economics support unit for the period 1<sup>st</sup> July 1997 to 31<sup>st</sup> March 1999. OAU/IBAR/PARC-ILRI, Nairobi. April 1999
18. Livestock and Agriculture Development in Zanzibar, Pre- and Post-Tsetse Eradicatio. OAU/IBAR, Nairobi. September 1999.
19. Economic impact assessment of rinderpest control in Africa. OAU/IBAR/PARC-ILRI, Nairobi, March 1999. 40pp.
20. Evaluation de l'impact économique de la lutte contre la peste bovine en Afrique. OAU/IBAR/PARC-ILRI, Nairobi, Juin 1999. 40pp.
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.

## 7. PANVAC, VET SCHOOLS AND RESEARCH

### 7.1. 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.

Until 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 was 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 outputs of RP. Component B programme stopped in March 2002.

In 1998 the OAU Council of Ministers decided to transform PANVAC into a specialised agency; the decision however did not have a follow-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’s mandate in the PACE framework is to 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 of 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 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 members 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 between FAO and the Ethiopian Government all equipment, tools and consumable have been handed over and are not available for PACE purposes any more. The contribution of PACE was negligible up to now.

**Effectiveness:** Up to its handing over, the lab was working satisfactorily, assuring a service of basic importance for all AU countries. Technical and professional staff was trained under previous projects

and is still available. No complaints came from the Countries that used the services of PANVAC and from the relevant staff that have been interviewed by the MTR mission.

**Impact:** At present no impact referred to PACE could be measured. According to what reported by the relevant professionals interviewed, there was an expected positive impact due the quality of testing and the trust African countries put on PANVAC.

**Sustainability:** Up to its handing over, lab personnel were paid by the Ethiopian Govt and by the international community (FAO – EU). Measures to assure self-sustainability were almost in place, with encouraging results. Beyond a technical and economic point of view, activities are sustainable as AU countries refer to PANVAC as the sole centre for quality assurance.

## 7.2. VETERINARY SCHOOLS

The Communication Unit has been charged with reviewing the curricula of veterinary schools and improving it in order to increase the familiarity of future veterinarians with private practice related issues. The activity is very relevant, considering the difficulties young inexperienced veterinarians are facing in establishing their private practices, especially regarding their relationship with clients. Such activity was officially endorsed by OIE in Resolution no. XXI of May 31<sup>st</sup>, 2001 regarding the role of communication management in assisting Veterinary Services. Indeed recommendation 5 stated "The Governments of Member Countries encourage the authorities responsible for the initial and continuing training of veterinarians to include information and communication management as part of the training curriculum for veterinarians".

There was little coordination between the two regional units in planning and carrying out the activity, as the units are apparently working independently. Therefore, both units produced working documents on the same topic, with a very different approach and content.

The East Africa Regional Communication Unit elaborated a training programme addressed to PACE staff –which is not the aim of the proposed curricula revision- to be executed in collaboration with the Makerere University, Uganda. The document was not approved in April 2002 by the Advisory Committee and is currently being reviewed by the communication expert.

The West Africa Regional Communication Unit has maintained close links with the *Ecole Inter-Etat de Médecine Vétérinaire* (EIMV) in Dakar since the PARC project. A first pilot module lasting 18 hours was held in May 2002, addressed to veterinary students attending the last year. It was foreseen to repeat and enlarge the module up to 36 hours during 2002, but the activity was halted due to funds reallocation. Indeed, all funds for vet schools have been cut off by the PCU for 2002. Following reiterate calls from the EIMV and considering the importance of the activity, the West Africa Coordination Unit decided to schedule the 2<sup>nd</sup> module by the end of November 2002. Funds will be made available mobilising contingencies.

At present it is still too early to evaluate the support to veterinary schools component as activities started very recently.

- ✓ The vet professionals interviewed during the MTR missions expressed support for the activity and are convinced that it is useful to strengthen veterinary schools curricula in order to approach topics of direct interest for the future veterinary practitioners, such as communication techniques, marketing and private practice management. The VPLU and Epidemiology unit of the common services should be associated in the development of the activity.

## 7.3. RESEARCH

The FA states "PACE Programme will commission world reference centres, recognised laboratories and international institutions to conduct research. The Advisory Committee will assist in the identification of suitable institutions to conduct research of high priority to the PACE Programme and will monitor research results". Three major topics are considered as priorities for PACE and will be

the object of research programmes subcontracted to third parties: CBPP, rinderpest and environmental impact.

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

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 environmental 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 are yet to start) and there is insufficient information available.

# ANNEX B.5: REVIEWS OF COUNTRY PROGRAMMES

## TABLE OF CONTENTS

<b>1</b>	<b>COUNTRY SCORES ON EVALUATION CRITERIA.....</b>	<b>1</b>
<b>2</b>	<b>KENYA COUNTRY PROGRAMME.....</b>	<b>3</b>
2.1	BACKGROUND AND INTRODUCTION.....	3
2.2	ASSESSMENT OF PROGRESS.....	3
2.3	RELEVANCE.....	4
2.4	EFFICIENCY.....	4
2.5	EFFECTIVENESS.....	5
2.6	IMPACT.....	5
2.7	SUSTAINABILITY.....	6
2.8	CRITICAL FACTORS.....	6
2.9	CONCLUSIONS/RECOMMENDATIONS.....	7
	ANNEX : VIEWS ON USEFULNESS OF PCU/CS.....	7
<b>3</b>	<b>SUDAN COUNTRY PROGRAMME – SUB-PROJECT SOUTHERN SUDAN.....</b>	<b>9</b>
3.1	BACKGROUND AND INTRODUCTION.....	9
3.2	ASSESSMENT OF PROGRESS.....	10
3.2.1	<i>Intermediate Period since PARC.....</i>	<i>10</i>
3.2.2	<i>PACE: Global Plan and Progress.....</i>	<i>10</i>
3.3	PROGRESS SOUTHERN SUDAN.....	11
3.4	RELEVANCE.....	12
3.5	EFFICIENCY.....	12
3.6	EFFECTIVENESS.....	13
3.7	IMPACT.....	14
3.8	SUSTAINABILITY.....	15
3.9	CRITICAL FACTORS.....	16
3.10	CONCLUSIONS/RECOMMENDATIONS.....	16
<b>4</b>	<b>GHANA COUNTRY PROGRAMME.....</b>	<b>23</b>
4.1	BACKGROUND AND INTRODUCTION.....	23
4.2	ASSESSMENT OF PROGRESS.....	24
4.2.1	<i>Intermediate Period since PARC.....</i>	<i>24</i>
4.2.2	<i>PACE: Global Plan and Progress.....</i>	<i>24</i>
4.3	PROGRESS.....	24
4.4	RELEVANCE.....	25
4.5	EFFICIENCY.....	26
4.6	EFFECTIVENESS.....	27
4.7	IMPACT.....	28
4.8	SUSTAINABILITY.....	28
4.9	CRITICAL FACTORS PACE GHANA.....	29
4.10	CONCLUSIONS AND RECOMMENDATIONS.....	30
	APPENDIX 1: RANKING AND ASSESSMENT OF COMMON SERVICE UNITS.....	31
	APPENDIX 2: ASSESSMENT OF THE GLOBAL PLAN, WORK PLAN 1 AND WORK PLAN 2, AND PROGRESS ACHIEVED.....	32
4.11	APPENDIX 3: PERFORMANCE INDICATORS OF OIE PATHWAY FREEDOM OF RINDERPEST ...	35
<b>5</b>	<b>ETHIOPIA COUNTRY PROGRAMME.....</b>	<b>37</b>
5.1	BACKGROUND AND INTRODUCTION.....	37
5.2	ASSESSMENT OF PROGRESS.....	38

5.3	RELEVANCE.....	39
5.4	EFFICIENCY.....	39
5.5	EFFECTIVENESS .....	40
5.6	IMPACT .....	41
5.7	SUSTAINABILITY.....	41
5.8	CRITICAL FACTORS .....	41
5.9	CONCLUSIONS/RECOMMENDATIONS.....	42
5.10	APPENDIX 1: RANKING OF USEFULNESS OF COMMON SERVICES AND COORDINATION:.....	42
5.11	APPENDIX 2: MONITORING AND EVALUATION.....	43
<b>6</b>	<b>PROGRAMME NATIONAL DU TCHAD.....</b>	<b>45</b>
6.1	INTRODUCTION ET CONTEXTE.....	45
6.2	PROGRES.....	45
6.3	PERTINENCE.....	46
6.4	EFFICIENCE .....	46
6.5	EFFICACITE .....	47
6.6	IMPACTS.....	47
6.7	VIABILITE.....	47
6.8	ÉLÉMENTS CRITIQUES.....	47
6.9	RECOMMANDATIONS.....	48
6.10	SUPPLEMENT 1.....	48
6.11	SUPPLEMENT 2.....	49
<b>7</b>	<b>PROGRAMME NATIONAL DE GUINEE.....</b>	<b>51</b>
7.1	INTRODUCTION ET ANTÉCÉDENTS.....	51
7.2	ÉTAT D'AVANCEMENT.....	52
7.3	PERTINENCE.....	53
7.4	EFFICIENCE .....	53
7.5	EFFICACITE .....	54
7.6	IMPACT .....	54
7.7	VIABILITE.....	54
7.8	FACTEURS CRITIQUES .....	55
7.9	CONCLUSIONS/RECOMMANDATIONS.....	55
	ANNEXE 1 : CLASSIFICATION D'UTILITE DE PCU/CS.....	56
	ANNEXE 2 : ITINÉRAIRE DE LA MISSION RMP .....	57
<b>8</b>	<b>PROGRAMME NATIONAL MALI (PACE-MALI).....</b>	<b>59</b>
8.1	INTRODUCTION.....	59
8.2	ÉTAT D'AVANCEMENT.....	60
8.3	PERTINENCE.....	61
8.4	EFFICIENCE .....	61
8.5	EFFICACITE .....	62
8.6	IMPACT .....	63
8.7	PERENNITE.....	63
8.8	FACTEURS CRITIQUES.....	63
8.9	CONCLUSIONS/RECOMMANDATIONS.....	63
	ANNEXE: UTILITE PCU/SC.....	64

# ANNEX B.5: COUNTRY PROGRAMMES<sup>1</sup>

## 1 COUNTRY SCORES ON EVALUATION CRITERIA

### COUNTRIES VISITED BY MTR TEAM<sup>2</sup>

Criterion	s.Sudan	Kenya	Ethiopia	Ghana	Guinée	Tchad	Mali
Relevance	a	c	B	b	b	b	c
Efficiency	a	d	A	c	a	c	d
Effectiveness	b	c	C	c	a	c	c
Impact	b	n.a.	B	c	a	c	d
Sustainability	c	c	C	c	b	c	b

Note: a = very good; b = good; c = problems; d = serious deficiencies

<sup>1</sup> For the purposes of the MTR, the team selected a limited number of countries. The selection has been done, in agreement with the main counterparts, on the basis of the period of implementation of the PACE programme, the PACE region and logistical and time constraints. Although it is recognised that the countries are not representative from a statistical point of view it is felt that they are able to show the diversity of the PACE implementation and the main results achieved and the principal problems faced by the PACE programme.

<sup>2</sup> Scores given are subjective and may not be consistent between countries. Furthermore it should be noticed that although the table refers to the countries visited by the MTR team, it is reminded that in Sudan the project is active only in a part of the country, i.e. southern Sudan. The comparisons between southern Sudan and the other countries is therefore less meaningful but has nevertheless been made to provide a broad overview

## 2 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

### 2.1 BACKGROUND AND INTRODUCTION

Members of the MTR team visited the Kenya country programme during the period 13 - 19 October. A site visit was made to the 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 global plan and the year 1 work plan together with other reports provided a first introduction and understanding of the issues to be further analysed. 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, and assessed for approval 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<sup>3</sup>. 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 the privatisation component included in the first draft, were later removed when PACE(K) was informed following a Steering Committee meeting that the privatisation issue would be addressed 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.

### 2.2 ASSESSMENT OF PROGRESS

The first year of PACE was marked by an outbreak of African lineage 2 RP in Meru National Park in October 2001 followed by intensive surveying in January/February 2002. Overall, the programme has had less than one full year of operations and information about progress achieved is limited to the first three quarterly progress reports. Additional information about actual progress was obtained through

<sup>3</sup> Renard & Blanc, 1998. Formulation report, vol. 4. The programme was approved but the period of implementation appears to have been changed from 3 years to 5 years.

interviews with key staff and from staff of the PACE CU/CS. The main indicators of progress are summarized in table 1 below.

**Table 1: Assessment of progress, year 1**

Code		Share of budget	Actual as % of budget	Individual items
1.1/2	Coordination & communication	29.5	19.2	Recruitment TA delayed by 9 months; Several workshops held Communication materials prepared and ready
1.3	Thrust I	11.2	67.5	New database installed
2	Thrust II	5.2	0*	Legal review carried out Consultative meeting with professionals 5 regional stakeholder meetings MoU with KVB not signed
3	Thrust III	40.9	59.8	Focus on outbreak of mild RP: about 10.000 samples collected; results obtained for 80% Vaccination ceased 12.2001 Random survey 900 PSU undertaken
4	Thrust IV	2.9	63.4	Data collection
5	Emergency preparedness	5.7	94.2	Laboratory and communication equipment installed
	<b>Overall</b>	<b>100</b>	<b>67.4</b>	

Source: PACE(K), financial report, most recent data. Refers to revised budget of January 2001.

\* additional funding through CAPE

The main causes of the underspending are the delays in the procurement of vehicles and TA. Procedures for the release of operational funds are extremely slow as well, essentially because the Ministry of Agriculture, the parent Ministry, insists on prior approval of all items of expenditure, even after the annual work plan and cost estimate have already been approved by all parties concerned.

### 2.3 RELEVANCE

Despite the fact that the initial logframe was imposed, its further development through the joint efforts of the EU, AU/IBAR, Kenya Wildlife Service (KWS), Ministry of Finance, Kenya Veterinary Board, and KVPAS has progressively ensured the ownership of the programme. Ownership that is further highlighted by the composition of the National Steering Committee that includes representatives of EU, AU/IBAR, KWS, Ministries of Finance and Agriculture & Livestock development, KWS, and KARI.

The role that CAPE plays within the PACE project and above all the interaction CAPE should have with the DVS and the national coordination are not clear to the Kenyan PACE management.

Contradictions in design and logframe, both because eradication/control are presented as outputs alongside improved epidemio-surveillance (which, itself, should be seen as an intermediate step towards ultimate control and/or eradication) and because roles of public and private sectors are not clearly articulated.

### 2.4 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.

## 2.5 EFFECTIVENESS

Preliminary indications are that specific objectives in terms of OIE pathway will not be achieved in the near future. The allocation of 100,000 shs. per district per year can only lead to results within a framework of close collaboration among all active organisations in the area working towards effective disease surveillance. In fact, the amount allocated can become effective only when combined with the funding received from the central government, and the activities carried out by NGOs funded by other donors.

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. At the time of the mission the samples still had to be submitted to the world reference lab for rinderpest at Pirbright. Given the short lapse of time occurred between the disease outbreak and the departure of the MTR team, no official results were yet available although Kenyan authorities declared that it is not rinderpest but foot and mouth disease. However, should the results for RP be positive, the Kenyan Government is not in a position to ask for emergency funds at regional level, as their emergency plan is neither approved nor ready.

The delivery of veterinary services is working well 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 (component that actually falls under the responsibility of CAPE) and the dramatic reduction or collapse of community based animal health services following the withdrawal of external aid. 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, although clear co-operation and co-ordination mechanisms with the PACE national coordination are still to be established and adopted. 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 western one.

PACE is directly supporting the Government in its effort to review/draft a livestock and animal health policy and the veterinary legislation. The relevant units of the common services are actively participating to this process. A Veterinary Board (KVB, gathering about 1,600 vet professionals) and a Veterinary Association (KVA, grouping about 300 veterinarians) have been established in the past, and are targeted by PACE. The KVA holds the privatization scheme (KVAPS). They have recently been approved an operational budget of 5.6 Mln KSh for the year 2003. The budget will be drawn from the PACE national programme. Three workshops gathering all relevant stakeholders will be held to discuss, analyse and draft the strategy for livestock development.

## 2.6 IMPACT

The baseline KAP survey was planned but is still to be undertaken and it is too early to assess impact. Nevertheless it should be noted that Kenya has not made great progress along OIE pathway: vaccinations have been undertaken in December 2001, implying that earliest possible date of freedom from RP, according to OIE definitions, has slipped from 2010 at end of PARC to 2012 now, unless a

special derogation is issued. The process will be further delayed if the suspicion of RP in Laipika is confirmed.

Mild rinderpest is even more difficult to tackle, because owners are not interested in putting in place serious control and eradication measures as the disease is not clinically very evident and does not provoke an immediate economic damage for the owners.

The delivery of veterinary services in pastoral areas is endangered by the geographic features and the lack of drug distribution and clinical service network. Moreover, the emergency projects following the recent drought slackened the process of vet services' cost recovery started under PARC and PACE. Veterinary drugs have been given for free in most cases, even through the help of ECHO funded projects.

CAHWs are working under the guidance of international or local NGOs, which in most cases lead to an apparently good immediate impact that tends to drop dramatically in the long term, especially when projects are ending and NGOs are withdrawing.

## 2.7 SUSTAINABILITY

The Ministry of Agriculture has proposed –and the Ministry of Finance and Planning has accepted– that expenditure for control of animal diseases be designated as 'core expenditure', implying that it will not be affected by future cuts. Nevertheless, sustainability of operations depends on continued availability of donor funds, in the range of 30 to 50%. Furthermore, surveillance activities depend, to some extent, on voluntary participation of communities and community-based animal health workers. This too is unlikely to be sustainable in the longer-run as no real benefits are perceived from surveillance.

Livestock owners, moreover, occasionally refuse to collaborate, as they remain unconvinced of the real benefit of these activities.

The provision of veterinary services in pastoral areas is currently depending on the presence of supporting NGOs and external aid. It is therefore not sustainable, unless NGOs train people and form associations that can really survive from the earning of their work. A good example of sustainability is given by a local NGO –Womankind, Ijara District– that set up a community drug store (including veterinary drugs) in a small village and completed the drug business with livestock trading and with the selling of further agricultural inputs for increasing community income and making the business more profitable.

The Kenyan Government established a Veterinary Special Development Fund (VSDF) in 1998 under PARC. The fund is fed through revenues coming from peripheral services, mainly vaccination and meat inspection, with an average 60 to 70 Mln KSh per year. Although this amount appears to be on the decrease, the fund shall assure the sustainability of emergencies and a prompt reaction system, as happened in the case of the Laikipia outbreak where field investigations and samples analysis have been paid by the VSDF although PACE Kenya has contributed to surveillance costs.

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.

## 2.8 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	

## 2.9 CONCLUSIONS/RECOMMENDATIONS

The Meru outbreak overshadowed the first months of the programme as 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 a stakeholder workshop with participation of all major stakeholders<sup>4</sup>. 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) is currently too long to ensure effective control and/or eradication of diseases. Although the quick response displayed in the case of the Laikipia outbreak shows that great improvements are indeed possible.

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 improvement of the legal framework, the issuing of sanitary mandates and the possibility for veterinarians to sell veterinary drugs.

The role of CAHWs should be better identified and situated in the framework of the peripheral veterinary services, provided that they are properly trained, supported and monitored by vet professionals or paravets. DVOs can be the point of reference if private vets are not available. The communities shall also monitor the performance of the CAHWs.

### ANNEX : VIEWS ON USEFULNESS OF PCU/CS

Ranking of usefulness of common services and coordination:

1. Epidemiology
2. Management (coordination)
3. Data management (expected to be more important in future)
4. Wildlife
5. Communication
6. Economics
7. CAPE
8. Legislation, privatisation
9. PANVAC

---

<sup>4</sup> Initial discussions are to be held with PACE countries during the annual PACE coordination workshop to be held in Tanzania towards the end of June, while a specific workshop aimed at reviewing the logframe is being organized with the assistance of GTZ.

### 3 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.

#### 3.1 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, no RP outbreak could be confirmed in southern Sudan.

In agreement with the PCU and the Advisory Committee of PACE, the sub-project in southern Sudan was included in the MTR. Between 13 to 19 October, two members of the MTR team carried out a field visit to Boma, Jonglei Region, where since February 2002, VSF–Germany has started with vaccinating cattle against RP, surveillance for stomatitis–enteritis signs, and controlling other major epizootic diseases.

## 3.2 ASSESSMENT OF PROGRESS

### 3.2.1 *Intermediate Period since PARC*

The high workload since the beginning of PACE, the difficulties to reach an agreement for southern Sudan with the government in Khartoum, the relatively long extension of support given to UNICEF-OLS for the eradication of RP and the continuing activities supported since end of 2000 by FAO explain largely the delayed start of PACE in southern Sudan.

In 2001, OAU/IBAR completed an overall framework for the final eradication of lineage 1 RP virus in Sudan. In due consideration of the political situation in the country, PACE Sudan is implemented through two separately administered sub-projects, i.e. one for Northern Sudan and one for southern Sudan. Southern Sudan refers to the areas that are served by the United Nations & FAO-OLS-SS to which the government of Sudan has limited or no access.

In June 2001, the Global Plan for Sudan was approved. In November 2001, the OAU-IBAR contracted VSF-Belgium as main INGO to coordinate the implementation of the PACE sub-project in southern Sudan. Effective field work started in January 2002<sup>5</sup>.

PACE southern Sudan sub-project is part of an overall and combined attempt by the Government of Sudan, the SPLM, various donor organisations and some 12 NGOs to eradicate RP from southern Sudan. Since the beginning of 2001, the CAPE Sub-Unit of PACE provided around \$ 250,000 to VSF-B for various preparatory activities, e.g. for preparing, producing and disseminating extension materials, for the training of health technicians and for holding in August and October 2001 workshops to introduce to the major stakeholders the Strategy for the eradication of RP in southern Sudan. During these two workshops the stakeholders agreed to follow the OIE pathway for the eradication of RP in southern Sudan by: stopping in December 2001 mass vaccinations in all Regions of southern Sudan except Eastern Equatoria, where vaccinations were set to end by 30 June 2002; and by shifting thereafter the attention and resources to surveillance. The CAHW remain the core element of the strategy pursued.

### 3.2.2 *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.

<sup>5</sup> Internally, VSF-B refers to the PACE sub-project southern Sudan also as the "Rinderpest Project".

### 3.3 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 € 1,650,500 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. Co-ordination with bordering countries (Ethiopia, Kenya, and Uganda) has been promoted through PACE meetings and workshops, and activities are regularly coordinated with GOS, 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, Jonglei region, 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 procuring vaccines and other materials. In the end, about 100% of all 43,000 cattle owned by the Jie were vaccinated, while of the estimated 40,000 cattle of the Murle only about 3,000, and of the Kachepo none of their estimated 5,000 to 6,000 cattle were vaccinated<sup>6</sup>. Despite this low vaccination rate the vaccination period was not extended for the following reasons: in March 2001, the participants of the North - South Coordination Meeting in Khartoum agreed to stop by the end of June 2002 vaccinations in all of southern Sudan, and during the strategy workshops held in August and October 2001, VSF-B and the other stakeholders agreed to stop vaccinations by June 2002<sup>7</sup>; the participants could not exclude that in previous year when the Murle were staying close to Pibor, a town north of Boma held by GOS, a significant share of the Murle cattle might have been vaccinated by CAHW of the GOS; and the cattle of the sedentary agriculturalist Kachepo were few and scattered and were not considered a threat.

The development of a strategy for CBPP (result 4) is considered less successful. Though a study was carried out in March 2002, the strategy still needs to be discussed and agreed upon by the main parties involved, i.e. PACE Epidemiology Unit, Government of Sudan/SPLM, CAPE and PACE southern Sudan. As soon as the strategy will have been formulated and accepted, corresponding training and surveillance activities can be launched at different levels, and Performance Indicators will be refined and adopted. The efforts to privatise veterinary services are also considered as having achieved little real progress, which is mainly to be attributed to the extremely difficult conditions as result of the prolonged civil war in southern Sudan. Due to difficulties in obtaining flight permits, the wildlife survey as planned for Work Plan 1 (activity 2.3.3) had to be adapted and postponed to the coming dry season (February to April 2003) when the survey will be carried out using vehicles instead of helicopters and aeroplanes as originally intended.

<sup>6</sup> Taking their sedentary lifestyle and the fact of a low cattle density into due account, the Kachepo were intentionally not targeted.

<sup>7</sup> In June 2002, this decision was considered as highly political though binding, the field staff was worried because the decision was made when the PACE SS sub-project had not even been approved, and important information already available at that time was not duly considered. For instance, Dr. J. Mariner suggested a final vaccination campaign for the cattle of the Toposa, Murle, Jie and Bor Dinka.

### 3.4 RELEVANCE

Both overall objective/goal and specific objectives are highly relevant and important to Sudan. Due to the extended civil war in southern Sudan, goal and specific objectives are more relevant and likely to be achieved in the northern than the southern part of Sudan. Obtaining the status of being free of RP is particularly important to the GOS in Khartoum, which is highly interested in exporting its livestock to Middle Eastern Countries according to the international requirements and guidelines set by OIE.

Since the start in 1989 of eradicating RP in southern Sudan, overcoming immediate technical and logistical constraints were the major focus of activities. Under the prevailing conditions of continued civil war, combined with insecurity as result of the widely practised cattle rustling, funding of the operations in the areas controlled by the SPLA was completely provided by external sources. Since 1996, cost recovery considerations are becoming more important. However, a peaceful period of 10 years is considered necessary for developing a cash economy and some entrepreneurial spirit before part of the veterinary services can be sustainably privatised.

### 3.5 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 budget<sup>8</sup>, 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 budget<sup>9</sup>. 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 epizootics<sup>10</sup>. 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 2001<sup>11</sup>.

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.

<sup>8</sup> 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.

<sup>9</sup> 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).

<sup>10</sup> 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.

<sup>11</sup> See: Review of Rinderpest Prevention and Surveillance within the Frame of the Household Food Security Programme Implemented by UNICEF-OLS in South Sudan, by J.E. Fox, J.K. Kajume, and M.A. Ombai.

Less progress was obtained in CAHW forming associations as a first step in the process of privatising animal health services<sup>12</sup>. 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 cost recovery funds between CAHW and VCC, and for using the revenues for drug replenishment. Until the overall situation will not have changed substantially, NGO will continue to play an essential role in providing veterinary drugs to livestock owners in southern Sudan.

The following factors are considered to have contributed to the quick start of PACE SS sub-project:

- a) prior to the start of PACE in SS, funding by CAPE sub-Unit of pivotal activities such as the two RP eradication strategy workshops, the development of guidelines for the RP Eradication Strategy, including the development of training modules for CAHW and community dialogue programmes, training courses for CAHW, and dissemination of extension materials all focused on shifting the focus of the strategy to surveillance<sup>13</sup>;
- b) operating under contractual arrangements which allow VSF-B to make quick decisions without needing extended approval by either the PCU of PACE, the EC Delegation or the national government;
- c) recruitment of an excellent team of well experienced and highly motivated project managers, 3 regional veterinarians and support staff;
- d) the relatively peaceful and favourable political conditions prevailing since the start of PACE in southern Sudan; and
- e) the vast experience gained - and the level of funding obtained from different sources - by VSF-B in the carrying out of a number of different livestock projects in southern Sudan.

Factors contributing to the overall efficiency of the programme are quick transfer of funds, efficient use of funds and immediate start of project operations.

### 3.6 EFFECTIVENESS

The strategy of mass vaccinations in populations at risk, used by VSF-B in the eradication of RP in southern Sudan, has proved to be very effective. Regrettably, the strategy of targeted vaccination campaigns in key communities east of the Nile<sup>14</sup> could not be enforced to its full benefit due to the decision to halt the vaccinations in June 2002. Although the extension for a few months of the vaccination period with the targeted immunisation of the high-risk Murle livestock might have further reduced the risk of new outbreaks, it is also recognised that - given the start of the wet season and the resistance to vaccination displayed by the community - the overall coverage might not have registered a great improvement. Due to truncated vaccinations in a population with the recognised potential of

<sup>12</sup> It should be noted that activities aimed at promoting CAHW associations and privatization strategies are not explicitly part of the project but are nevertheless supported by the project.

<sup>13</sup> See: Memorandum of Understanding, Community-Based Animal Health and Participatory Epidemiology (CAPE) Unit, OAU-IBAR, P.O. Box 30786, Nairobi, Kenya, and Veterinaires sans Frontiers Belgium (VSF-B), P.O. Box 13986, Nairobi, Kenya, signed (date).

<sup>14</sup> VSF-B Rinderpest Eradication Workshop for southern Sudan 1st-2n August 2001.

endemic infection<sup>15</sup>, the risk of RP outbreaks in Eastern Equatoria during the coming 23 years still has to be considered and will have to be continuously monitored through surveillance.

A closer look at the budget reveals that not all resources PACE southern Sudan sub-project can avail of for its operations are fully paid by EDF funds. This applies particularly to the management staff of VSF-B working in Nairobi who is just between 1 to 6 months per year or on average less than 20% paid from EDF funds. The balance of the costs of the Nairobi office amounting to € 153,800 is covered by other complementary CAH projects implemented by VSF-B which also contribute to the eradication of RP in southern Sudan. Due to its long experience and coordinating role for NGOs implementing RP eradication activities in southern Sudan, VSF-B can draw on a network of resources which increases the effectiveness of its operations. Giving due account to the favourable conditions under which VSF-B is implementing PACE SS, the results achieved so far by VSF-B remain nevertheless very impressive.

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 expenditures<sup>16</sup>. 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-B<sup>17</sup>. 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 effectively<sup>18</sup>.

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.

### 3.7 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.

---

<sup>15</sup>J. C. Mariner, May 2001, Report of the Consultancy to Assist in the Development of a Rinderpest Eradication Strategy in the West and East Nile Ecosystems.

<sup>16</sup>These estimates are based on the assessment by VSF-B.

<sup>17</sup>The other organisations/NGOs spend most of their funds on training activities and general CAH systems.

<sup>18</sup>Within one week of receiving a rumour on a potential outbreak of RP, a field veterinarian has carried out field investigations, taken blood samples and testing on the presence of RP has been carried out.

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.

### 3.8 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 PACE in October 2004. Based on past experience, economic sustainability of the epidemiological surveillance in southern Sudan has in the foreseeable future to be considered nil and unachievable. Therefore, for a prolonged period continuous external funding will be required if the achievements obtained during the last 15 years in eradicating in southern Sudan RP and establishing a CAHS should not be jeopardised.

Under the current situation with no fully recognised government and a functioning economy, the strengthening of the CAHS relies to 100% on external funding. The attempts of introducing cost recovery for the provision of vaccines and some veterinary services through CAHW are highly commendable in the sense of introducing to the stakeholders (livestock owners, veterinary staff and SPLM government) the idea that services cost and are not free but have to be paid for, should the services become economically sustainable. In fact, the prices charged for vaccination do barely cover the cost of the vaccine and exclude transport, storage and handling costs. One has to accept that most of the current conditions are not favouring privatisation, not least the mentality created by receiving all services and goods for free as result of the relief approach practised by OLS during the last 15 years, addressing a continuous emergency situation.

The MTR mission has the impression that the CAHS, being strengthened by the PACE southern Sudan sub-project and other donors and NGOs, is well accepted by the majority of livestock owners in southern Sudan. Continued external support will contribute towards institutionalising the CAHS and creating the link to be established between livestock owners and the governmental veterinary service as soon as peace is achieved and the economy and society will have recovered from civil war. Though it is obvious that the current approach is highly unsustainable, it may nevertheless become the nucleus for community development activities to be carried out after peace will have been restored.

### 3.9 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 (co-financing of activities), and USAID (financing of community based projects with are partners of the Rinderpest project on the ground)</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>

### 3.10 CONCLUSIONS/RECOMMENDATIONS

- Despite all combined efforts over more than 15 years, the estimated average vaccination rate is below 80% of the total cattle population, the rate generally considered as minimum rate for avoiding future outbreaks and achieving ultimately eradication. Particularly in Eastern Equatoria, pockets of very low or no vaccination must be assumed. As such, the RP virus lineage 1 is considered as not being eradicated, and limited outbreaks of RP might be expected in 2-3 years in southern Sudan.
- Based on an estimated population of 6 million cattle in southern Sudan, the total annual expenses spent directly by all organisations for eradicating RP in southern Sudan are estimated at around \$ 2 million, while an additional \$ 8 million are estimated to have been spent annually on strengthening CAHS. As such, the amount of \$ 0.33 spent annually per head of cattle for eradicating RP is considerably higher than in most other African countries.
- Under the prevailing conditions of insecurity in southern Sudan, the CAHS developed during the last years is a highly appropriate system for delivering effectively animal health services to pastoralists and external support should continue.
- The approach of CAHW as developed and practised in southern Sudan may be relevant to other parts of Africa also afflicted by civil strife and war.

- In the absence of a functional government, the current community-based animal health delivery system in southern Sudan is nearly 100% run by NGOs, is fully dependent on outside funding, and as such, completely unsustainable. Until the general conditions in southern Sudan improve substantially, continued external support will be necessary and is recommended for providing basic animal health services to livestock owners and for maintaining the achievements obtained so far. In this context it is recommended to extend the duration of the contract with VSF-B for another 18 months until mid 2005.
- In an environment of free donations practised for more than 15 years of war, privatisation of parts of veterinary services is difficult, and little progress is so far achieved. A peaceful period of at least 10 years is considered necessary for developing a cash economy and some entrepreneurial spirit before part of the veterinary services can be privatised sustainably.
- To obtain higher rates of cost recovery for drugs and veterinary services, a functioning cash economy is prerequisite; relying on barter trade makes cost recovery very cumbersome and inefficient. In addition, the sharing of the revenues from the sale of drugs between CAHW/stockpersons, livestock owners and the NGOs needs to be clarified.
- As long as the overall situation does not change substantially in southern Sudan, NGOs will continue to play an essential role in providing veterinary drugs to livestock owners in southern Sudan.
- The highly qualified, experienced and motivated staff of VSF-B; the simple operational procedures required by an NGO; the uniform and unified approach of CAHW pursued by all NGOs, and the absence of a bureaucratic government in southern Sudan are considered as the main factors explaining the very efficient operations of the PACE project in southern Sudan.
- According to the Global Plan, the PACE Programme Coordinator is expected to establish the RP Eradication Coordination Group (RPECG) for monitoring progress, reviewing strategy and harmonising RP related activities in southern Sudan. VSF-B expects a more active promotion of coordination meetings between southern and northern projects with the PACE PCU acting as technical advisor and monitor and a stronger involvement of the PACE Coordinator particularly in defining the future coordinated RP eradication strategy and the 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

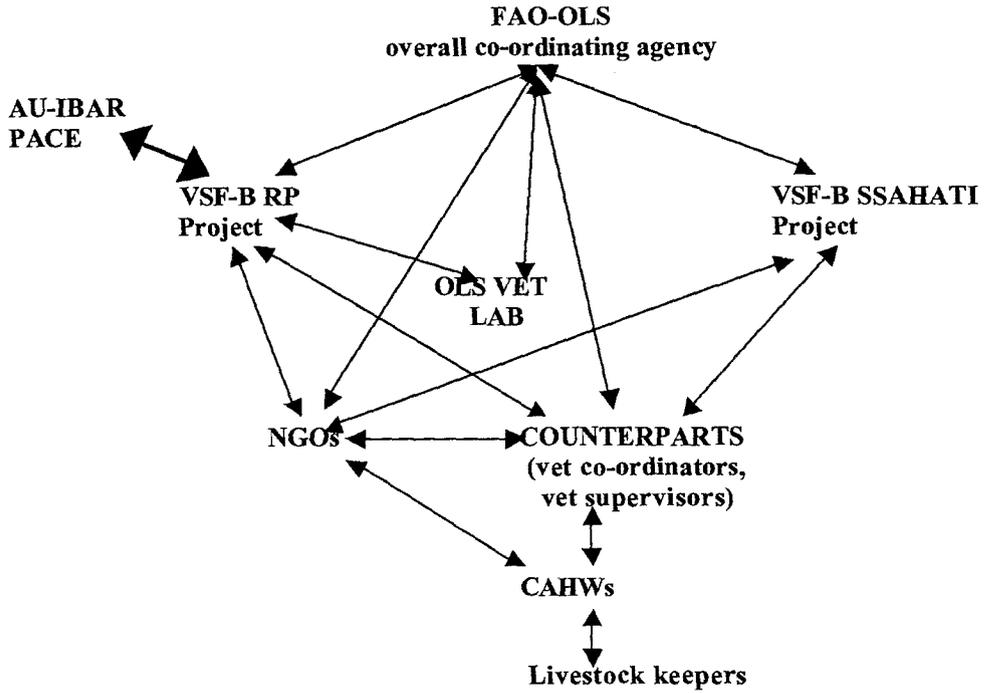
### Assessment of the Common Service Units

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 sub-optimal (rated as B). This applies particularly to the development of a coordinated control strategy for RP eradication, 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 do not allow the full exploitation of the benefits that 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. Contacts with the Economics Unit are scarce as it appears that its work does not target directly 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 and fairly independently from the Finance Unit of PACE and 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 issues can not be made. VSF-B expects from Coordination/PCU a more active involvement, particularly when the future coordinated control strategy for RP eradication will have to be defined and agreed upon.

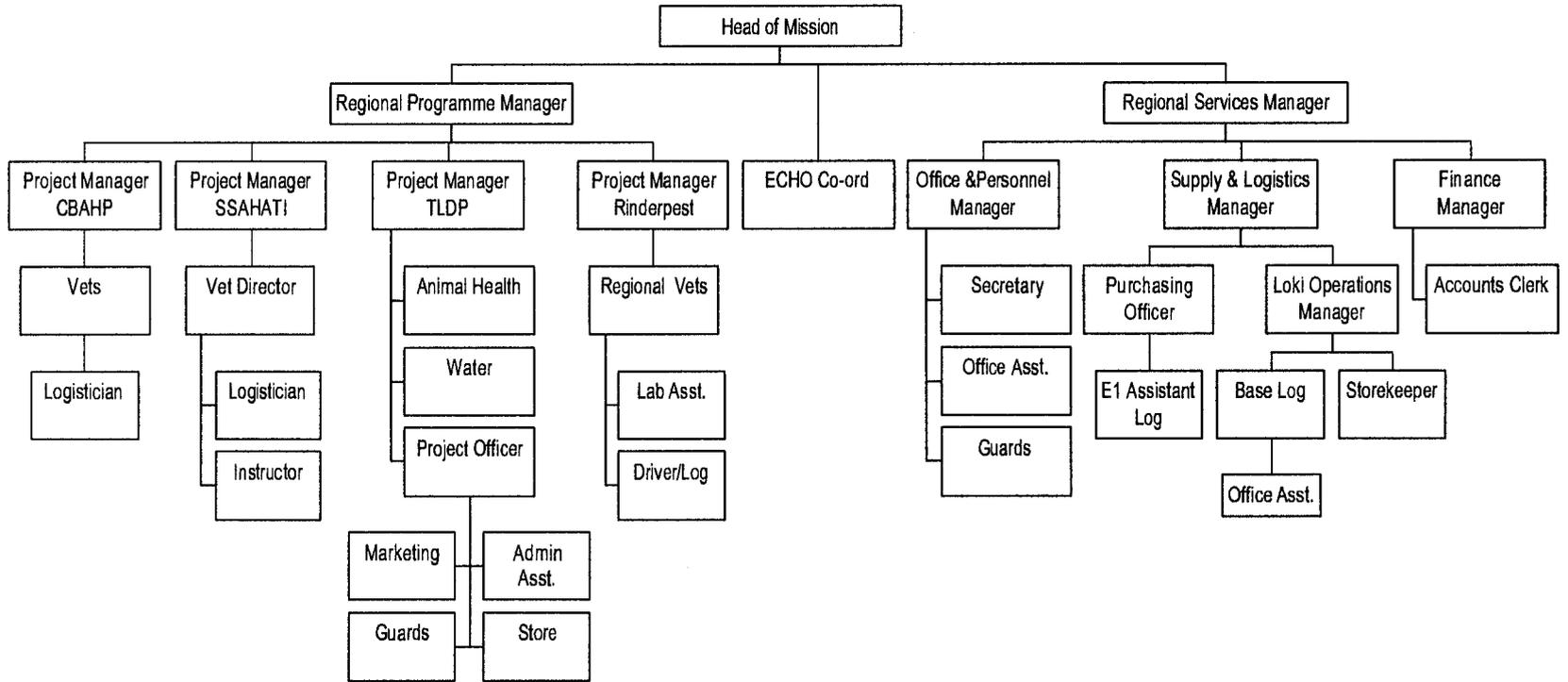
**APPENDIX 2: ORGANOGRAMMES AND MAP SOUTHERN SUDAN**

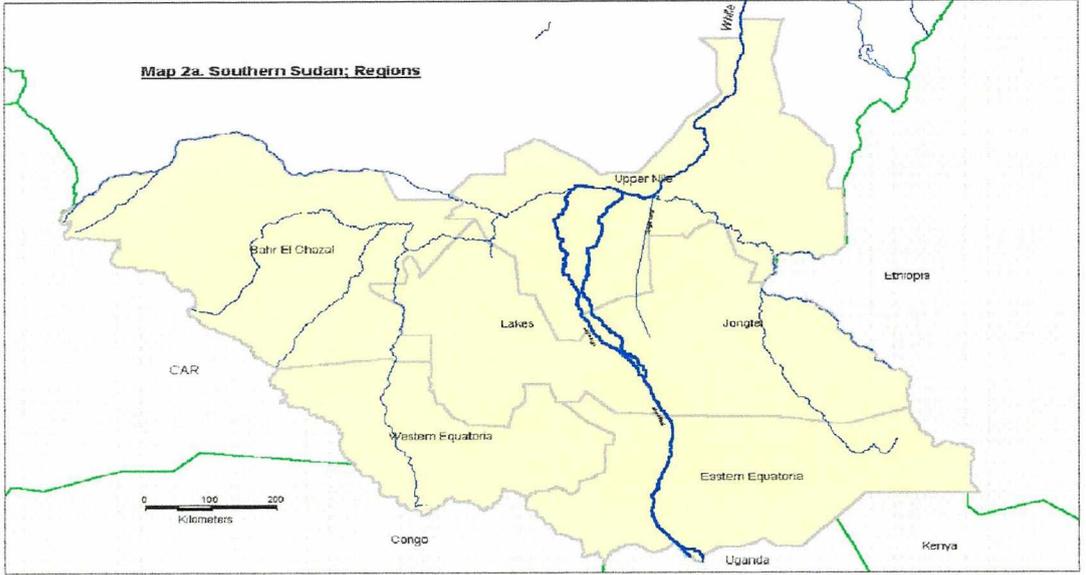
**Organogramme 1: VSF-Belgium Rinderpest Project and its relationships within the OLS southern Sector Livestock Programme**



**Organogramme 2: Set-up of VSF - Belgium in Ghana**

VSF-DZG BELGIUM  
ORGANOGRAM





## 4 GHANA COUNTRY PROGRAMME

### *Summary of Scores on Evaluation Criteria*

CRITERION	SCORE	KEY COMMENTS
<b>Relevance</b>	B	The critical attitude of the VSD towards decentralisation and the unified extension approach limit the relevance of PACE.
<b>Efficiency</b>	C	Delays in procurement and poor project management.
<b>Effectiveness</b>	C	Generally low disease reporting rates and poor progress reporting.
<b>Impact</b>	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.
<b>Sustainability</b>	B	Financial commitment by government needs to be ascertained.

#### 4.1 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 vehicles<sup>19</sup>.

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 introduced the unified extension approach (UEA). During the introduction of 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 in the weakening of the disease reporting and surveillance network. Until now, the VSD has not yet re-defined its position in the new administrative set-up and adapted its reporting procedures to the evolving process of decentralisation and the UEA.

The MTR team arrived in Accra on the 21<sup>st</sup> of October 2002 and spent the next four days on an extended field visit. To read relevant documents and interview core team members, the economist postponed his departure from 27 October to 30 October 2002, while the epidemiologist left a day ahead for Mali and Chad.

<sup>19</sup>However, at the time of preparing the Global Plan for PACE, all but one vehicle and all motorbikes were classified as unserviceable.

## 4.2 ASSESSMENT OF PROGRESS

### 4.2.1 *Intermediate Period since PARC*

After the termination of PARC, management of VSD started immediately to prepare the Global Plan for the ensuing PACE programme. On October 16, 2000, the Regional Authorising Officer of the European Development Fund (EDF) for PACE and the National Authorising Officer for the EDF in Ghana signed the MOU for PACE Ghana. In January 2001, the Advisory Committee of PACE approved the Global Work Plan with a total budget of € 996,000. The first Annual Work Plan and Cost Estimates was also approved in January, and in April 2001, the first funds were deposited on the imprest account. On the 26<sup>th</sup> of April 2001, PACE Ghana launched its operations with an official opening workshop held at Kumasi. Taking April 2001 as the official starting date, PACE Ghana would continue until March 2006, one and a half years beyond the closing date of the overall PACE.

Various reasons are given for the slow process of formulating the Global Plan, in particular work overload in Nairobi, causing delays in providing feed-back to the submitted draft documents and difficulties in formulating the national budget, and reconciling the different cost items with the overall budget ceiling for Ghana.

In 1998-99, Ghana experienced the outbreak of African Swine Fever (ASF). With effective support from FAO through TCP/GHA/8925 (E) and the National Livestock Service Programme financed by the World Bank, the staff of VSD was able to quickly contain, and by the end of 2000, to finally eradicate ASF in Ghana. As another major achievement of this cooperation, three epidemiologists of VSD attended a 4-month course in Rome in the use of TADInfo for documenting passive and active disease monitoring and surveillance for ASF, RP and other major epizootics, e.g. CBPP. As part of this TCP, the economist of the VSD and FAO carried out a socio-economic impact assessment of the ASF eradication in Ghana<sup>20</sup>.

### 4.2.2 *PACE: Global Plan and Progress*

#### **Global Plan and Work Plan 1 and Work Plan 2**

Global Plan and Work Plan 1 and Work Plan 2 use different terminologies for the different levels of the logical framework. Both Global Plan and the two work plans lack clearly spelled out indicators. 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.

## 4.3 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 reports<sup>21</sup>. However, with

<sup>20</sup>Socio-Economic Impact Assessment of African Swine Fever Eradication in Ghana, by A. N. Akunzule, FAO – VSD, Accra, February 2002.

<sup>21</sup>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.

clearly defined indicators missing in the Global Plan and the annual work plans, and incomplete reporting, assessing progress is rather difficult<sup>22</sup>.

Since the start of PACE, the Technical Committee comprising the Director of the VSD, the National Coordinator of PACE and the major VSD technical staff meets regularly. The Steering Committee is supposed to meet 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 have 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 a training course in business management held in June 2002 for 10 private and 10 candidate 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 neighbouring countries, surveillance data are not exchanged and border harmonization meetings do not take place as planned and necessary.

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. At the time of the MTR, the LAN was not yet fully operational. All equipment is 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.

#### 4.4 RELEVANCE

Livestock diseases are considered the main constraint that keeps livestock production at low levels in Ghana. All four results of PACE, i.e. supporting and strengthening the epidemiological surveying and reporting capacities of the VSD, strengthening the privatisation of veterinary services, achieving RP free status and controlling major epizootic diseases other than RP, remain therefore highly relevant for Ghana. At the current stage of livestock production in Ghana, this relevance refers more to the economic savings and the potential gains in income for the livestock owners as a result of disease free animals and to protecting the national livestock from imported diseases, and less to income from export of livestock and livestock products.

Unfortunately, the VSD tends to reduce the relevance of the VSD and PACE through its critical attitude towards two major government policies in Ghana, i.e. decentralisation and the unified extension approach (UEA) of the MOFA in particular. Thus, VSD and PACE are missing the opportunities that the dynamic process of rural development may offer also for veterinary issues.

<sup>22</sup>The assessment of progress differs to some extent from the assessment as contained in Tableau 5: Mesure des progrès réalisés par les pays par rapport aux indicateurs généraux de suivi, PACE Regional Coordination Meeting for East, West and Central Africa held at Cotonou, Benin, June 25 – 28, 2002.

PACE, as currently managed, clearly remains a stand-alone project, leaving unexplored the potential linkages offered by the national agricultural development process. The current inaction of the VSD with regard to the privatisation of veterinary services is particularly deplorable; and the same can be said with regards to the lack of promotion of community based animal health systems, e.g. by training Community Livestock Workers and promoting Farmers Livestock Associations. PACE has allocated most of the funds and equipment to VSD head office and has lost contact with the extension staff and livestock owners at grassroots level. As long as the VSD and PACE do not adopt a pro-active role and change focus, PACE must in its current setup be considered of little relevance to the overall development process in Ghana.

#### 4.5 EFFICIENCY

By the end of June 2002, PACE has spent a total of cedis 1,664,975,217, which includes 577,980,000 for the direct purchase of 4 Terrano vehicles by the delegation. Of the total first year budget of cedis 1,886,607,119, 12.1% or cedis 228,797,465 remained unspent. Considering the 5% contingencies, about 7.1% of the planned budget remained unused in year 1. However, by taking into account the depreciation of the cedis against the US\$, the total remaining balance is much higher. According to information obtained from the Delegation in Accra, OLAS is not yet operational for PACE Ghana, and therefore, the exact balance in Euro of the first and second year budgets remains unknown.

**Epidemiological activities:** Serological RP surveillance aimed at searching for evidence of seroconversion following natural infection, active disease search after having received rumours/reports on RP symptoms, and seromonitoring for ASF were and are being carried out and reported. Based on the records shown, the number of herds and numbers of cattle sampled per year appear however below the calculated minimum sample size of 250 herds. Initially, problems reported from passive surveillance had a return of only 55% of the expected monthly reports to be returned from the sample districts. However, this rate reached 80% after PACE, in the second year, printed these reporting 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 notebooks 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.

Most of the funds allocated through rider 1 and rider 2 to Communication were used mainly for purchasing office equipment instead of producing communication and extension materials. Though in WP 2 € 3,000 is budgeted for producing communication materials, this amount is most probably insufficient. Despite this allocation, the Communication Unit in year 2 has so far produced only radio spots and few printed materials, although for the major epizootic diseases pictures for producing posters were already available, e.g. from FAO. Most of these materials can easily be reproduced with only minor adaptations. It should however be noted that the high turn-over of CU TAs has had a strong negative impact on the performance of the CU outputs; furthermore performance and capacity to implement the planned activities will be made increasingly difficult because of the arbitrary cuts applied to the budget of year 3 workplan.

The absence of clearly spelled out indicators and of complete reporting are in itself already considered negative efficiency indicators.

#### 4.6 EFFECTIVENESS

So far, reporting does not fully describe the level of achievement of results. Quarterly reporting is generally delayed by several months. At the time of the MTR only 3 of 6 quarterly reports, the First Annual Report and the MTR Report<sup>23</sup> were available. Compared to the activities listed in the work plan, reporting covers only about half of the activities and is considered incomplete.

From the indicator of progress obtained along the OIE pathway, the effectiveness of the Epidemiology Unit is rated as good. However, it has to be mentioned that since the end of PARC, the linkage of the epidemio-surveillance network to the livestock owners has considerably weakened and needs strengthening, particularly in the fields of extension and livestock farmer organisations. Since the start of PACE, the unresolved issues of decentralisation and the UEA impair seriously the ability of the VSD staff to achieve the objectives and results of PACE and to obtain a lasting impact on eradication and control of diseases, and improving the livelihood and income of livestock owners<sup>24</sup>. As long as the VSD does not adopt a more pro-active role to the on-going changes in Ghana, the extent to which PACE Ghana will achieve its results will remain highly impaired.

<sup>23</sup> Both First Annual Report and the MTR Report are basically identical.

<sup>24</sup> In order to overcome some of the problems initially encountered, PACE-Ghana printed and distributed standard formats to all regional offices and districts for the submission of reports.

The generally weak programme management and coordination reduces further the level of achievement. More regular and timely follow up by Bamako and Nairobi as well as the Delegation in Accra could help to identify and minimise negative effects of weak project management, as assistance to programme coordination in strengthening project organisation could do.

#### 4.7 IMPACT

The Epidemiology Unit's core activities are focused at surveillance of RP, a livestock disease that since 1988 has not affected the national economy and therefore, epidemio-surveillance of RP is widely perceived as having little direct impact both at the level of household and of the national economy. However, it can be firmly assumed that by the end of PACE the national epidemio-surveillance network will have been strengthened through training, the purchase and use of equipment, and the daily practice of the VSD staff in disease reporting and follow up. The future impact of this built up capacity will potentially be most tangible if the VSD will succeed in controlling and eradicating such diseases as CBPP, PPR and Newcastle disease (NCD).

Farmers benefit directly from eradication and/or efficient control of diseases such as RP and CBPP through a reduced mortality in their livestock and a corresponding increase in their assets, income and improvement of their livelihood. As such, the benefits farmers obtain from PACE could be considerable and need to be quantified. In February 2002, the PACE/VSD economist, with funding from FAO, assessed the socio-economic impact of ASF<sup>25</sup>. In year 2, data collection started on assessing the economic impact of CBPP.

So far, PACE was not strongly 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.

#### 4.8 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 euro 107,000 and euro 121,000 under results 1, 3 and 4, respectively (see table below).

#### 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
<b>Total</b>	<b>2,307,273</b>	<b>2,318,273</b>	<b>4,625,546</b>

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

<sup>25</sup>Socio-Economic Impact Assessment of African Swine Fever Eradication in Ghana, by A. N. Akunzule, FAO – VSD, Accra, February 2002.

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.

In calculating its contributions, GoG does not make any provision for operational and logistical funds needed to run the epidemio-surveillance network after the termination of PACE<sup>26</sup>. In assessing the sustainability of PACE, one has also to take into account the anticipated loss of institutional memory and some decline in the effectiveness of disease surveillance because already before or soon after October 2004 some trained key epidemio-surveillance staff members will have retired or are expected to retire from the civil service.

In conclusion, epidemio-surveillance in Ghana is still largely donor-supported and the capacity of the GoG side to sustain the operations at the required level after the termination of PACE is currently estimated to be at best very doubtful. However, the great contributions provided to the privatisation component should not be under-estimated and possible reallocation of funds between the different results could greatly enhance the overall sustainability of PACE.

#### 4.9 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 epidemio-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</p> <p>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>

<sup>26</sup>According to the report 'Costing in epidemiological surveillance' presented by E. Tambi and O. Maina, Economics Unit, at the PACE Regional Coordination Meeting for East, West and Central Africa held at Cotonou, Benin June 25 – 28, 2002, annual costs for equipment, materials, sample collection and analysis are estimated for Ghana at € 19,500, 10,521 and 27,752, respectively, or around € 60,000 per annum (Table 15). In the future these funds might be obtained from the loan AfDB has recently allocated to the livestock sector as part of the Agricultural Services Sub-Sector Investment Program (AgSSIP).

#### 4.10 CONCLUSIONS AND RECOMMENDATIONS

- To regain its position in the development process of Ghana, the VSD should adopt a pro-active role to decentralisation and the Unified Extension Approach and should exploit the opportunities the new political environment offers both to the VSD and private veterinarians.
- In a joint effort, the PCU, the VSD and the EC Delegation to Ghana should re-assess the financial contributions required by GOG from 2003 onwards in order to maintain the level of impact achieved at the end of 2002 by PACE in epidemio-surveillance; GOG has to provide the corresponding commitment for personnel as well as the recurrent budget needed for effectively operating in year 4 of PACE and thereafter the epidemio-surveillance network of the VSD.
- During the next meeting of the Technical Committee, the members should review, prioritise and assign responsibilities to the activities contained in Work Plan and Cost Estimates year 2, with the aim of strengthening the epidemio-surveillance network. Activities which are irrelevant and/or which cannot be carried out should be deleted. The Technical Committee has also to specify existing and develop new indicators according to which annual progress has to be measured. To make regional veterinary laboratories more effective, some equipment should be transferred from Accra to the regional laboratories.
- As planned for year 1, the National Coordinator and his deputy should as soon as possible attend training courses in project management and project cycle management.
- By end of February 2003, the National Coordinator should have drafted the organogramme of PACE, and formulated the TOR of all key staff members of PACE.
- The PCU at Nairobi and Bamako and the EC Delegation in Accra should provide more regular and prompt support and follow-up so as to improve the management as well as the efficiency and effectiveness of PACE Ghana. The PCU in Bamako and Nairobi are also requested to take up and support Ghana in revitalising the border harmonisation meetings with the neighbouring countries Togo, Burkina Faso and Ivory Coast.
- Without further delay, the PCU in Nairobi and Bamako should decide whether the CU of Nairobi or the Regional Coordination at Bamako should assist and give advice to Ghana and the other Anglophone countries of West Africa.
- The VSD should seek assistance from the Veterinary Legislation and Privatisation Unit of PACE and review its position towards private veterinarians and privatisation of veterinary services.
- To provide continued veterinary services to the public, the GOG and VSD must jointly address the issue of how to replace in due time the increasing number of retiring veterinarians.
- To increase benefits to farmers, PACE should resume strengthening and building the capacity of livestock owners in recognising and reporting diseases to the government authorities. Funding could be made available from reallocating funds, e.g. by reducing the number of international travels and the allowances paid at national level.
- 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 VSD<sup>27</sup>. 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.

In general, PACE Ghana senses that it has been neglected by both the PCUs of Nairobi and Bamako. With regard to the PCU, PACE Ghana believes it gets less support, particularly feed-back, than it needs, or even worse, receives conflicting and confusing instructions which the PCU does not clarify sufficiently<sup>28</sup>. Perhaps the least support PACE Ghana feels it obtains is from the Communication Units in Bamako and Nairobi. Though in 2001 the TA Communication based then at Bamako visited Ghana and established an initial contact, PACE Ghana was thereafter seldom invited to attend training courses or workshops organised in Bamako or Nairobi. The question of whether the Communication Units in Bamako or Nairobi should attend to Ghana and the other Anglophone countries in West Africa has not been sufficiently clarified. Though the TA for Privatisation visited Ghana in 2001, and CAPE may include Ghana in the planned assessment of CBAHS in West Africa, the potential support these two CS Sub-Units could provide has been negligible and not very relevant to PACE Ghana.

Among all CSU, PACE Ghana has the best relationship to the Epidemiological Unit in Bamako, for in 2001 the two epidemiologists from Bamako trained as trainers in surveillance of RP in wildlife 4 and 1 staff members of VSD and the Wildlife Division of the Forestry Commission, respectively<sup>29</sup>. The training contents of 2001 are being applied, and a follow-up training is planned. Similarly good cooperation exists between the Economics Unit and the Data Management Unit. Both Units invited members of the Ghana PACE Programme to attend a training abroad (DMU, the Gambia, September 2002) or gave directly a training course in Ghana (Economics Unit, economic impact assessment model for disease losses, October 2001).

<sup>27</sup>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 contribution to VSD; up to 1999 the World Bank supported the VSD through the national Livestock Programme.

<sup>28</sup>The quarterly and annual reporting format given by the PCU Nairobi was given by PACE Ghana as an example to illustrate this case.

<sup>29</sup>From 30<sup>th</sup> July to 1<sup>st</sup> August 2001, Drs Maillard & Chardonnet from PACE Common Services at Bamako conducted the training of trainers' workshop in wildlife epidemiology.

## **APPENDIX 2: ASSESSMENT OF THE GLOBAL PLAN, WORK PLAN 1 AND WORK PLAN 2, AND PROGRESS ACHIEVED**

### **Assessment of the Global Plan and Work Plan 1 and Work Plan 2**

Compared to the overall objective of the Financing Agreement (FA), the overall objective of the Global Plan replaces 'combating poverty' with 'livestock producers income raised' and extends the overall objective by including 'to reduce the countries increasing dependence on imports of livestock and livestock products, and to reduce the financial burden on the government of services it provides to the livestock sub-sector'.

Though generally in line with the specific objectives of the Financing Agreement (FA), in Chapter 2 of the Global Plan there are 3 specific objectives of PACE Ghana which are less clearly formulated than in the FA. Re-appearing in the Global Plan with differing wordings under different headings, they tend to confuse the reader. In the logical framework (Annex 1) of the Global Plan, the specific objectives are named Purpose with the wording again different from Chapter 2 (strengthening the capacity of national animal health services to plan, implement, monitor and evaluate the strategic control of epizootic diseases).

With regard to the results, the wording between the FA and the Global Plan differs particularly for result 2. While the result 2 in the FA aims clearly at supporting the privatisation of veterinary services, 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 year<sup>30</sup>; 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 positive<sup>31</sup>. 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 prepared with support from a 2-man AU/IBAR mission in August 2002 and submitted to AU/IBAR in September 2002. Equally, the "RP Emergency Preparedness Plan for Ghana" has been prepared and 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 aimed at controlling the spread of African Swine Fever, very few other extension and communication materials have been produced.

#### Privatisation (result 2)

Particularly for result 2, there is a significant discrepancy between the activities planned and the budget allocated. None of the activities listed under result 2 are directly reported on in the Annual Report. Since the start of PACE, no additional veterinarian has gone private. In June 2002, one workshop on business management was held for 11 private vets and 10 aspirant private veterinarians. It is obvious that due to missing budget allocations most activities under result 2 could and cannot be carried out.

#### Management and Administration (result 5)

On the basis of an exchange rate of cedis 5,504 to the Euro, the Advisory Committee approved in January 2001 a total budget of cedis 1,886,607,119 for the first year for PACE Ghana. By June 2002, a total of cedis 1,272,528,951 had been transferred to the PACE imprest account. Including the direct purchase of 4 Terrano 4WD vehicles, total expenditures by June 2002 had reached cedis 1,664,975,217, and a total of cedis 228,797,465 or 12.1% of the total budget remained unspent. Considering the 5% contingencies, about 7.1% of the planned budget remained unused in year 1. However, by taking into account the depreciation of the cedis against the US\$, the total remaining balance is much higher. According to information obtained from the Delegation in Accra, OLAS has not been operational for PACE Ghana, and therefore, the exact balance in Euro of the first and second year budgets remains unknown.

#### PACE Ghana: Budget Allocated and Spent by Result for Year 1 (April 2001 – June 2002)

Budget and Transfers		Amount Spent by Result	
Annual Budget Year 1	1,886,607,120*	Result 1	683,410,130
1 <sup>st</sup> Payment (April 2001)	534,484,000	4 Terrano vehicles	577,980,000
2 <sup>nd</sup> Payment (Jan. 2002)	420,044,951	Result 2	24,033,904
3 <sup>rd</sup> Payment (June 2002)	120,000,000	Result 3	305,040,035
4 <sup>th</sup> Payment (July 2002)**	200,000,000	Result 4	74511,148
Direct Purchase	577,980,000	Total Spent	1,664,975,217
Totals	1,852,508,951	Balance	221,631,903

\*: Equivalent to € 342,788

\*\* : Advance payment for the Work programme of the second year.

<sup>30</sup>From each of the 110 Districts, 10 passive disease reports are expected to be submitted annually.

<sup>31</sup>These positive results are assumed to be the result of a wrong age selection of animals, because according to newest results maternal antibodies may stay longer than previously assumed.

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 programme<sup>32</sup>. 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 1.20<sup>33</sup> '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.

<sup>32</sup>The Coordinator, the epidemiologist and the wildlife veterinarian, the head of the laboratory services, the position for data management, the economist, the communication officer and the accountant.

<sup>33</sup>This numbering is wrong; the correct number for activity 1.20 should be 1.10, and for activity 1.21, 1.11.

#### 4.11 APPENDIX 3: PERFORMANCE INDICATORS OF OIE PATHWAY FREEDOM OF RINDERPEST

Component	Performance indicator	Observations
General disease surveillance	No. of districts filing general disease rep. formats within 30 days for at least 10 months yearly, per total no. of districts	Year 2001: 320 district monthly returns from 110 districts  Jan. - Sept 2002: 251 monthly returns
Active disease surveillance	No. of districts using active disease search techniques w. results reported within 60 days/total number of districts annually.  No of livestock owner reports of stomatitis/enteritis received, recorded & reported within 30 days per million heads of suscept. Species annually	Year 2001:  Year 2002: Reports from 6 districts & 2 sub-districts of total 110
Stomatitis/enteritis (S-E)  Outbreak investigation	No. of reports of S-E investigated within days of 1 <sup>st</sup> reporting per million heads of susceptible species/year  No. of clinical S-E cases sampled within 7 days of detection per million head susceptible species/year	Year 2001: One outbreak investigated (cattle population 1,300,000)  Year 2002: Two outbreaks investigated
Laboratory confirmation	No. of cases examined by RP ag. Detection, with preliminary results reported within 14 days per million head susceptible species/year  No. of S-E cases diagnosed definitively by lab methods within 30 days of receipt of samples per million head of susceptible species/year	N.A.  Year 2001: 1 Case (FMD diagnosed)  Year 2001: 1 Case failure diagnosis (Bingerville, CDI)  1 Case FMD diagnosed (Pirbright, UK)
Serosurveillance	No. of serum samples collected and tested, with results reported within 90 days of collection per million head of susceptible species/year	4,590 tested
Wildlife Surveillance	No. serum samples collected and tested with results reported within 90 days of collection per 10,000 head of susceptible species	Capacity not yet in place

## 5 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.

#### 5.1 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.<sup>34</sup>). 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 increase in the component designated as support to Government services (from 32% to 52%<sup>35</sup>). Work plans for years 1 and 2 for EDF-funded activities were approved in September 2000 and November 2001 respectively and the effective starting date of the PACE-Ethiopia programme is taken as October 2000. This would put the termination date at October 2005, one year after the closing date of the regional PACE. At the time of the MTR Ethiopia had completed the first two years of the programme. The work plan for year 3 had been prepared (but not yet signed), implementation starts from November 2002 onwards.

<sup>34</sup> Renard & Blanc, 1998. Formulation report, vol. 4. The programme was approved but the period of implementation appears to have been changed from 4 years to 5 years without change in the overall budget.

<sup>35</sup> This concerns the EDF budget only. A component breakdown of the Government budget is not available. CAPE contributions are not included.

PACE-EU budget years and Government fiscal years do not coincide which has made it difficult to prepare consolidated work plans and progress reports. Information about CAPE funding is not available either, while Government contributions come from Federal, Regional as well as district-level sources and it has not been possible, so far, to obtain complete and accurate information from all sources of funding. Basic indicators for monitoring and evaluation have been included in the global plan but progress reports, so far, have not used the same indicators. Annex 2 has further details about monitoring and evaluation of the programme.

## 5.2 ASSESSMENT OF PROGRESS

Progress during the first two years of PACE has been roughly according to schedule but only about 20% of budgeted expenditure was effectively spent during this period. The main indicators of progress are summarized in table 1 below.

**Table 1: Assessment of progress, years 1&2**

Code/description		share of budget (global plan)	share of budget yrs.1&2	actual as % of budget yrs. 1&2	Individual items
1.1/2	Coordination & communication	53.9	36.0	30.2	Recruitment TA delayed by 10 months; Extension materials to be printed yr.3
1.3	Thrust I	3.2	18.3	20.1	Active/passive surveillance on schedule; 43% of districts report on time (yr.2)
2	Thrust II	1.4	2.9	54.1	Basic legislation published (jan.2002) Little progress w.r.t. privatization but considerable achievements w.r.t. CAHW's.
3	Thrust III	33.4	34.7	11.3	About 18,000 samples collected; Results received for 60%.
4	Thrust IV	8.0	8.4	5.5	Vaccination for CBPP undertaken by some of the regions
	Overall	100	100	20.2	Serious procurement delays

Source: various progress and financial reports, financial data upto September 2002

Emergency preparedness included under NCO covers EU budget only.

The principal causes of the underspending are delays in the procurement of vehicles and TA as well as slow and incomplete reporting of expenditure incurred outside the control of the PACE finance office, 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 years<sup>36</sup>. Salaries for permanent Government staff are budgeted separately. In 1995 E.C. these amounted to close to E.Birr 0.5 mln. (€ 55,000);

<sup>36</sup>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 Birr 4.2 mln. The reduction was imposed by the Budget Department of the Ministry of Finance and Economic Planning, against the wishes of either the project or the NAO.

Federal as well as regional budgets but not including Afar and Somali regional states for which information not available at time of visit).

### 5.3 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. Complementarity 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).

### 5.4 EFFICIENCY

The programme has been able to achieve most of its short-term physical targets even if spending reached only about 20-25% of the EDF budget during the same period. This represents a high degree of efficiency (annex 1 table has further details about overall performance using various sets of weights for individual activities and components). The main explanation is that salaries and operating costs have been funded from Government budgets which, even if lower than anticipated in the global plan, have generally been available on time. The EDF budget was restricted to equipment, materials, training and TA and shortfalls in these items has not affected the immediate, short-term targets. However, an increasing number of vehicles has reached the point where they become unserviceable and this poses serious threats to continued high efficiency. Absence of TA has not affected performance, a reflection of the competence and ability to improvise of the NCO. Efficient management and a high degree of commitment of staff are among the key explanatory factors.

It is to be recalled that Ethiopia was among the most efficient countries, at the time of the PARC programme, in respect of mass vaccination. For the PACE programme, no attempts have been made, so far, to determine any unit costs, whether for disease surveillance, collection and analysis of samples, treatment or any other activity. This makes it impossible to determine relative efficiency, whether between country programmes or between modes of delivery. There exist possibilities for testing efficiency by (sub-)contracting certain routine procedures such as collection of sero-samples, disease reporting, etc. These possibilities need to be tested and it is strongly recommended that this is undertaken during the second phase of the PACE programme.

Along the same lines, it is also recommended that an attempt be made to determine the most cost-effective or least-cost alternative for achieving freedom from Rinderpest in accordance with OIE recommendations.

## 5.5 EFFECTIVENESS

The global plan (p.10) enumerated a number of objectives and indicators, as follows:

	Objective/result	Indicator
I.	Capacity to control disease	Monthly disease reports received from 80% of district within 30 days;
		Emergency preparedness
		Random sample surveys carried out in 2100 PSU's;
		Sample results available <1 month;
II.	RP	Every case of S-E investigated and samples forwarded within 1 week (appr. 300 cases p.a.).
		Progress along pathway
III.	Reinforced delivery of services	Accessibility improved from ...to.....

**N.B. objectives and outputs have been (slightly) modified to provide a more logical hierarchy.**

Progress reports available so far do not report on achievement of final results. Information on results in respect of specific objectives and evaluation of effectiveness therefore needs to be pieced together on the basis of interviews and impressions, generally of a more qualitative nature.

Timely reporting has improved from about 20% of districts (global plan) to 43% according to the most recent progress reports. Targets are 50% for yr.3 (june 2003) and 80% for yr.5. The rate appears to have regressed somewhat, the main reason being reorganisation and decentralisation of Government services accompanied by transfer of staff. The reporting chain, moreover, is indirect, from districts to 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.

## 5.6 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's<sup>37</sup>. 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.

## 5.7 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 the lack of strong interest in surveillance and reporting activities, as opposed to actual control – vaccination and distribution of drugs in particular- in situations where direct action is needed and preferred. The low overall rate of adequate and timely reporting and the potential ruptures in the chain of reporting from communities all the way to the central unit at headquarters in Addis Ababa are among the more worrying factors with respect to sustainability of the overall system.

Some progress has been reported with respect to overall access to veterinary services with sustainability of private services generally considered to be slightly better than that of Government-provided services. However, progress has been slow and the rate of dropout of CAHW's in particular has been high, most likely in excess of 50%. Moves are underway to render these systems more sustainable however.

The programme has yet to formulate an exit strategy.

## 5.8 CRITICAL FACTORS

### PROJECT STAFF SUGGESTED THE FOLLOWING AMONG THE MOST CRITICAL FACTORS FOR ULTIMATE SUCCESS OF THE PROJECT:

Positive	Negative:
✓ Capacity building (methodology)	✓ Impossibility of controlling borders;
✓ Development, training, equipment	✓ Poor communication/feedback from
✓ Sharing of information with	✓ Nairobi
✓ Neighbouring countries	✓ Procurement & disbursement
✓ Support from Federal Government	✓ Procedures
	✓ Insufficient attention non-RP diseases.
	✓ Lack of control over regions and districts

<sup>37</sup>Dropout in Somali region was estimated at 50% or more.

## 5.9 CONCLUSIONS/RECOMMENDATIONS

PACE Ethiopia is a long-established well-run programme which has made good progress in spite of delays caused by a slow start of the PACE programme itself and by rigidities in procurement procedures. The programme has benefited from good Government support, is run efficiently and is likely to achieve most of its' specific objectives. Some progress has been recorded with respect to strengthening of the private veterinary sector but this has been slower than anticipated. Two types of changes have occurred since the design of the programme which have the potential to disrupt further progress.

Maintaining strong support from the Regional and Federal Governments is the key to continued success. This will require further integration of PACE organisational structures into the regional Governments; ultimately, BCO's will need to be transformed into branches for each of the regions. Timely reporting is a key requirement and although considerable progress has been made, further improvements are required. Development of e-mail and Internet-based disease reporting is in its' infancy and needs to be taken up vigorously, with active support from the Data Management Unit in Nairobi. GIS equipment and mobile phones also need to be introduced and their use developed over the next few years with the private and non-Government sectors playing an increasingly active role. The Somali region is probably best placed to lead the process of converting to electronic and GIS-based disease reporting and surveillance. Laboratory facilities have been strengthened under the 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.

## 5.10 APPENDIX 1: RANKING OF USEFULNESS OF COMMON SERVICES AND COORDINATION:

1. Epidemiology
2. Data management
3. CAPE

4. Communication
5. Economics
6. Harmonization/coordination
7. Legislation, privatization

## **5.11 APPENDIX 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 financial information referring to the source of funding (donor or Government) while physical progress reports present partial information with a focus on inputs.

An evaluation format designed by the Ministry of Finance and Economic Planning contains useful information about actual, physical, progress during the period. Weights are assigned to individual activities and this allows overall progress to be determined for the programme as a whole. A summary sheet with activities, weights, targets and actual achievements is placed below. The sheet includes two further sets of weights, designed to explore sensitivity to variations in weights. Overall, achievement during the year is shown to have ranged between 75 and 85%, which is interpreted as a measure of efficiency of programme implementation (the main reason in fact for assigning a high score for efficiency). The programme itself has not yet used the format to determine overall progress but it is recommended to continue experimenting with the format and, eventually, extend its use to achievement of outputs and objectives as well.

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

code	description	weights 1994 E.C.	weights 1995 E.C.	weights share of budget	unit	target	achievement	score 1994EC (weight * %)	score 1995EC	score (budget*%)
1	sero-surveillance									
1.1	collection	10	10	11	' 000	18	18 100%	10	10	11
1.2	analysis	20	20	22	' 000	18	13,34 74%	15	15	16
2	RP active search	25	25	43	woreda	60	60 100%	25	25	43
3	RP follow-up surveillance	25	0		woreda	46	46 100%	25		
4	CBPP active search	0	0	7	woreda	24	57 238%	0	0	7
5	Baseline data collection	0	15	7	woreda	134	224 167%	0	25	7
6	Training				number					
6.1	local training	5	7,5	5	number	495	533 108%	5	8	5
6.2	overseas training	5	7,5	5	number	4	0 0%	0	0	0
7	Procurement								0	0
7.1	local	5	7,5		amount	750	300 40%	2	3	0
7.2	overseas	5	7,5		amount	6020	0 0%	0	0	0
	total	100	100	100				82	85	89

## 6 PROGRAMME NATIONAL DU TCHAD

### 6.1 INTRODUCTION ET CONTEXTE

Le Projet PACE Tchad a été visité par des membres de l'équipe MTR dans la période du 30 Octobre au 8 Novembre 2002. Une sortie sur le terrain a été faite par le membre d'équipe pour le composant épidémiologie, le 3 et 4 Novembre. Cette mission a permis d'observer le fonctionnement dans le réseau épidémiologique (RÉPIMAT) des postes vétérinaires de Massakori, Massaget et le poste de Bol, dans le bassin du lac Tchad, de tenir des discours avec leurs cadres et d'obtenir une impression du fonctionnement, résultats et problèmes de quelques postes "stratégiques" du réseau épidémiologique, des caractéristiques du système de l'élevage local, et ses problèmes sanitaires particuliers. Afin d'évaluer le progrès du programme, des documents pertinents ont été examinés et des interviews ont été menés avec le cadre de PACE.

Le financement du programme PACE Tchad n'a pas souffert de retards après la fin de PARC en 1999: Un devis programme intérimaire de 6 mois (01/01/00 au 30/06/00) a garanti la continuité des activités clé (lutte contre la peste bovine). A la fin de cette période, moins de la moitié du budget avait été utilisé et la continuation du programme pouvait être assurée par un avenant au devis intérimaire jusqu'au 31/12/00. Dans cette période, le devis programme no.1 avait été signé: Montant total 1 321 791 338 CFA, dont 1 131 783 529 CFA payés par l'Union Européenne. Ensuite, la prolongation du DP1 jusqu'au 30/04/02 a été assurée par un avenant (du 31/12/01) Actuellement, le programme fonctionne sous le DP2 qui a pris effet du 01/04/02 et doit terminer le 30/04/03. Le montant total du DP2 est de 629 560 958 CFA, dont 617 324 608 CFA fournis par l'Union Européenne. Grâce aux initiatives du programme PARC, plusieurs composants qui attendent encore à être réalisés ou acceptés dans d'autres pays (réseau épidémio, vétérinaires privés) étaient déjà en place au moment du démarrage de PACE. Cependant il paraît que le programme n'a pas profité de cet avantage à cause de difficultés dans la gestion du projet: Un assistant technique n'a été disponible que pendant 4 mois, et une structure de coordination dans laquelle il y avaient effectivement deux coordonnateurs (pour la coordination nationale, le Directeur Général du Ministère de l'Élevage et pour la coordination technique, le Directeur de l'Élevage et des Ressources Animales). Cette situation a été corrigée par une réorganisation institutionnelle. A partir de juin 2002, la Coordination Technique a été supprimée et le Directeur National des Services Vétérinaires assure la coordination du projet.

#### Sommaire Appréciations

CRITERE	MARQUE	OBSERVATIONS
Pertinence	B	Pertinence initialement élevé de REPIMAT réduite par manque de résultats pour les éleveurs, quasi non fonctionnement du labo Farcha, manque progrès lutte autres épizooties (CCPB)
Efficience	C	Perte d'efficience à cause de procédures difficiles d'approvisionnement, manque d'assistance technique en gestion de projet
Efficacité	C	Succès modeste de réalisation des "volets-clé": Lutte anti-p.b., ppcb
Impacts	C	Prédominance d'activités anti-peste bovine, sans impact
Viabilité	C	Pérennité douteuse, compte tenu du territoire étendu, risque de changement des priorités de financement au niveau gouvernement

### 6.2 PROGRES

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 remaniements, 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
<b>1</b>	<b>Renf. Cap. Serv. Publ.</b>				
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 %	„
<b>2</b>	<b>Amél. Serv. Eleveurs</b>				
2.2/2.2.3	Appui Privatisation	54,910,250	9,254,000	16.8 %	„
<b>3</b>	<b>Contrôle Peste Bovine</b>				
3.1.1/3.1.3	(pers. fonct., équipmt.)	420,678,375	122,751,995	29,2%	Approvisionnement
<b>4</b>	<b>Contr PPCB &amp; Epizoot.</b>				
4.1.1/4.1.3	(pers. fonct., équipmt.)	46,694,000	7,417,760	15,9%	„

### 6.3 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 pertinence globale. Un élément essentiel affaiblissant la pertinence à l'heure actuelle est le quasi non-fonctionnement du laboratoire de Farcha.

### 6.4 EFFICIENCE

Sur le plan de la gestion du projet, l'efficacité a souffert des délais dans l'approvisionnement (véhicules équipement, matériel). Les résultats des vaccinations contre la peste bovine (taux de couverture insuffisants par rapport aux coûts élevés) indiquent également un manque d'efficacité. Pour la période du DPI, les indicateurs<sup>38</sup> montrent une performance insuffisante du réseau épidémiologique concernant la "voie OIE" pour l'indemnité de la peste bovine et peu de progrès dans le composant "épidémiologie d'autres épizooties".

<sup>38</sup> Source: Document préparatoire à l'évaluation à mi-parcours du PACE Tchad, Ministère de l'Élevage, Direction Générale, Direction des Services Vétérinaires Octobre 2002

## 6.5 EFFICACITE

La mesure dans laquelle les objectifs clé du plan global ont été réalisés, a servi pour obtenir une impression de l'efficacité du projet: Pour le réseau épidémiologique, des résultats quantifiés (fiches et rapports) ont été utilisés qui permettent un certain degré de mesure quantitatif. L'efficacité de réalisation d'autres objectifs clé a été estimée par une appréciation globale obtenue pendant l'évaluation.

OBJECTIF	RESULTATS OBSERVES	EFFICACITE ESTIMEE
<b>Epidémiologie renforcée:</b>		
Surveillance active & passive peste bovine	Chiffres de surveillance (fiches réceptionnées) pas encore suffisantes (environ 70%), faible sensibilité du réseau, sérosurveillance non faite, pas de rapports à l'IOIE	50%
Surveillance act. & pass. Maladies autres que la p.b.	Nombre rapports & bulletins insuffisant Enquêtes PPCB pas complets (absence données abattoirs). Manque de capacité diagnostique laboratoire	40%
<b>Amélioration Services aux Éleveurs:</b>		
Capacités d'intervention des vétérinaires privés renforcés, législation claire, bien appliquée	Révision législation en cours. Vétérinaires privés ne bénéficient plus des mandats vaccination p.b., problèmes de crédit pas résolus. Communication difficile entre PACE et vétérinaires privés	30%

## 6.6 IMPACTS

En absence d'études spécifiques, des impacts du programme PACE Tchad pendant les deux ans depuis son démarrage sont difficiles à apprécier. L'impact des campagnes de vaccination contre la PPCB (dont une partie simultanément contra la peste bovine) doit être nul: Elles n'ont couvert qu'un faible pourcentage de l'effectif et n'ont pas été poursuivies. Compte tenu du faible niveau de réalisation de 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.

## 6.7 VIABILITE

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.

## 6.8 ÉLÉMENTS CRITIQUES

Forces	Faiblesses	Possibilités	Menaces
Réseau épidémiologique formellement intégré dans DGRA Cadre des	Faible efficacité et sensibilité du réseau, absence de résultats utiles aux éleveurs.	Meilleurs services aux éleveurs par décentralisation diagnostique	Perte d'intérêt de des éleveurs à cause d'absence de résultats et services

postes vétérinaires compétent. 25 Vétérinaires privés installés, cadre législatif	Laboratoire Farcha ne fonctionne pas	microscopique "élémentaire" (frottis, etc.)	Communication PARC-terrain difficile: Grande étendue du territoire, infrastructure faible
--	--------------------------------------	---	---

## 6.9 RECOMMANDATIONS

- Décentraliser les capacités de diagnostic élémentaire de la boratoire 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'examens 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.
- Suspendre 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 remaniement par le Ministère de l'Élevage qui en résultera.
- Donner priorité à la décentralisation des capacités élémentaires de diagnostic en mettant en place les 4 laboratoires succursales prévus à Bol, Mongo, Abéché, et Ati
- Renoncer à la sérosurveillance postvaccinale anti- peste bovine dans la zone préalablement "cordon sanitaire": Le taux de couverture estimé (16%) est déjà insignifiant et la sérosurveillance ne révélera rien d'autre. Les fonds destinés à cette opération peuvent être utilisés pour la surveillance clinique, notamment dans la zone Est.

## 6.10 SUPPLEMENT 1

Appréciation par PACE Tchad de l'appui au projet par les Services Communs de AU/IBAR, par ordre décroissant:

1. Épidémiologie
2. Privatisation
3. Coordination
4. Communication
5. Économie
6. Gestion des donnés
7. (CAPE)

## 6.11 SUPPLEMENT 2

Checklist PACE Programme Tchad								
Objectifs	Activités prévues	Activités réalisées	Scores: 1: Progrès				6	
			2: Pertinence	3: Efficience	4: Efficacité	5: Impact		
			6: Viabilité					
			1	2	3	4	5	6
1.Epidemiologie renforcée	1.1 Etablir unité coordination au DGRA	Statut officiel "cellule REPIMAT" Etabli	A	A	B	B	D	C
	1.2 Développement 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 opérationnel	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., réhabilitation labo Farcha	Nul: Laboratoire non-fonctionnel, attendre décision gouvernementale concernant remaniement	D	D	D	D	D	C
	1.7 Coordonner activités du programme avec celles des sous-régions/régions	Seule réunion Tripartite Nov 2001 Pas de réunion régionale en 2002	C	B	C	D	C	C
	1.8 Améliorer les communications	Véhicules/motos pas encore disponibles (arriveront Nov '02)	C	A	C	D	D	B
	1.9 Rapporter maladies liste A à AU-IBAR/OIE	Pas de rapports envoyés	D	A	D	D	D	B

<b>2 Améliorations des services aux éleveurs</b>	2.1 Révision législation vétérinaire, redéfinition des zones d'intervention, cahiers de charge, octroi des crédits,	Fait partiellement	A	A	B	A	B	C
	2..2 Améliorer participaion acteurs, stimuler dialogue	A faire avant la fin 2002	B	B	B	C	D	C
	2.4 Formation 100 auxiliaires	Fait partiellement	B	A	B	B	C	C
<b>3 Eradication peste bovine</b>	3.1 Améliorer rapportage actif et passif	Pas encore accompli	C	B	C	C	D	C
	3.2 Surveillance continue pour voie OIE	Nombre de rapports produits insuffisant	C	B	C	D	D	C
	3..3 Surveillance peste bovine faune sauvage: Collecte sérums, formation 4 cadres epid. surv, 81 agents terrain suivi faune sauvage	1 Enquête faite, 48 sérums, résultats encore attendus (problèmes interprétation) Formation cadres partiellement, form. Agents terrain non faite	B	C	B	C	D	C
	3.4 Capacité laboratoire pour diagnostique différentiel p.b.	Pas de capacité diagnostique p.b. , laboratoire Farcha pratiquement non-opérationnel	D	D	D	D	D	C
	3..5 Développer plans d'urgence, obtenir approbation	Plans pas encore fini	D	B	C	D	D	B
<b>4. Amélioration Surveillance &amp; Contrôle dominantes pathologiques</b>	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	C

## 7 PROGRAMME NATIONAL DE GUINEE

### SOMMAIRE DES CLASSIFICATIONS DES CRITERES D'EVALUATION

CRITERE	SCORE	COMMENTE CLES
<b>Pertinence</b>	<b>B</b>	Objectifs du projet toujours actuels et valides, mais certaines composantes sont sous appuyées ; Politique d'élevage cohérente avec le programme.
<b>Efficience</b>	<b>A</b>	Plus de 95% du budget engagé dans années 1 et 2 ; Recouvrement des crédits aux veto privés > 80% ;
<b>Efficacité</b>	<b>A</b>	Niveau de coordination optimale ; Succès dans l'application de la procédure OIE ; Transfert d'expérience à d'autre pays PACE ;
<b>Impact</b>	<b>A</b>	Structuration du secteur élevage ; Etat sanitaire amélioré ; Reconnaissance OIE de pays libre de PB en cours.
<b>Viabilité</b>	<b>B</b>	Participation verticiste de l'Etat ; Politique monétaire: 25% dévaluation sur \$ en 2002

#### 7.1 INTRODUCTION ET ANTÉCÉDENTS

Deux membres de la mission d'évaluation à mi-parcours PACE (MTR), accompagnés par Dr Ntando Tebele, mis à disposition par le DFID et responsable de l'étude des aspects institutionnels du PACE, ont visité la Guinée du 26 Octobre au 2 Novembre 2002. Une visite de terrain a été menée en Haute et Moyen Guinée durant les premiers quatre jours de la mission. L'itinéraire de la mission est reporté sur la carte attachée en annexe 2. Lors de la visite de terrain, la mission a rencontré les autorités locales et régionales, les vétérinaires privés et des services publics, les techniciens et professionnels d'élevage participant au réseau de surveillance épidémiologique, ainsi que les éleveurs, commerçants de bétail, bouchers et gérants de marchés de bétail. Une radio rurale de portée régionale et le centre de formation élevage ont aussi été visités.

La Guinée a bénéficié du projet PARC qui s'est arrêté en 1999. Il y a eu un décalage d'un an entre le PARC et le PACE, sans problèmes majeurs d'ordre technique ou financier. L'équipe de travail qui exécute le PACE est la même que celle du PARC.

Le plan global du PACE Guinée a été approuvé en mars 2000, parmi le premier groupe de 4 projets nationaux approuvés, pour un montant global de 996,957 €.

Le projet a démarré officiellement en Octobre 2000. Le devis programme de la première année (allant du 1/10/00 au 31/10/01) était estimé en 319.711.000 GNF et a été exécuté à un taux de 96%. Le DP an 2 - estimé en 619.351.000 GNF est en cours d'exécution et finalisation. La prévision des dépenses est presque la même que l'année 1. Le DP an 3 prévoit un engagement de 439.605.000 GNF, à peut près 8% de plus que ce qui a été prévu dans le plan global.

Le projet PACE est placé sous la tutelle du Ministère de l'Agriculture et de l'Elevage avec une délégation de la maîtrise d'ouvrage à la Direction Nationale de l'Elevage. La DNE coordonne toute la 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 américaine 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.

## 7.2 ETAT D'AVANCEMENT

<b>Réalisations financières par composante DP1 et DP2</b>			
	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
Imprévus	22 465 000		
Grand Total:	<b>939 062 000</b>		<b>892 759 375</b>

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 (REMAGUI) 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, déplacés sur 9 aires et parcs protégés. Le réseau est animé de façon coopérative par une cellule comprenant l'animateur et responsable du réseau, le chef de l'unité communication, le chef de la cellule d'appui à la privatisation et le responsable virologie ou celui de bactériologie du laboratoire. La cellule a réalisé plusieurs missions de terrain pour l'animation du réseau, la collecte de sérums et la livraison des outils de travail. Les agents des 31 postes de surveillance du réseau ont été dotés de motos et chaîne de froid. Les activités réalisées dans les parcs et aires protégés ont procédé à la collecte de 44 échantillons à partir d'animaux sauvages sensibles à la PB. Depuis l'arrêt de la vaccination contre la PB en 1994 plus de 2500 sérums ont été collectés et analysés par ELISA C, sans détecter des cas positifs. En 2001 plus de 662.500 animaux ont été vaccinés contre la PPCB, sur un troupeau de 890.000 soit 75%. Les vaccinations sont faites en régime de mandat sanitaire par les vétérinaires privés avec recouvrement total des coûts. Les

éleveurs paient 300 FG par tête vaccinée. La surveillance sérologique de la PPCB porte sur l'inspection dans les abattoirs et les prélèvements de sérums. 5500 sérums ont été prélevés dans la zone hors cordon sanitaire avec certains résultats positifs. 118 bovins ont été sacrifiés et les éleveurs indemnisés.

L'unité de communication est totalement intégrée dans le dispositif national PACE et bien coordonnée avec les autres unités et avec la DNE. L'unité de communication a produit des vidéos, des émissions radiophoniques, des posters et des pièces de théâtre orientées surtout vers la sensibilisation à la lutte contre la PB. La plupart de ces matériaux –sauf les radios émissions- étaient produits par le PARC, car le budget disponible sur le PACE ne permet pas la production de nouveaux outils de communication. La stratégie de l'unité communication porte sur 6 éléments, voir : i) la création d'un dialogue communautaire sur la santé animale entre les différents acteurs du secteur élevage ; ii) émissions de messages et spots par les radios nationale et rurales ; iii) émission de spots et vidéos d'information par TV ; iv) mise en place de représentations théâtrales ; v) impression de messages simples sur poster, flip-charts, chemises, etc. ; vi) formation du staff et des éleveurs.

La privatisation de la profession vétérinaire a été confiée à l'Ordre National des Vétérinaires appuyé par la Cellule Technique d'Appui à la Privatisation (CTAP). Cette Cellule apporte un appui technique dans le domaine de la formation, la conduite des négociations pour la mise en place de la ligne de crédit ainsi que dans le suivi des activités des cabinets privés sur le terrain. Le schéma de crédit a été hérité du PARC, et 16 vétérinaires privés en ont bénéficié. Les crédits sont gérés à travers une banque commerciale sous la garantie et aval de l'Ordre des Vétérinaires. Le taux de remboursement est de 80% -32 Mln FG sur 40 Mln FG octroyé- mais la période de remboursement n'est pas encore échue. La législation vétérinaire a été améliorée sous le PARC, et complétée dans le PACE. Cinq projets de textes de lois sur la profession vétérinaire et la lutte contre les maladies épizootiques ont été préparés et soumis pour approbation au Ministère de l'Agriculture et de l'Elevage. A ce jour en Guinée il y a 43 (?) vétérinaires privés dont une vingtaine en activité sur le terrain. La manque d'écoles vétérinaires dans le pays et les programmes très réduits de bourses ne garantissent pas la relève des vétérinaires partant à la retraite. La formation des agents et auxiliaires d'élevage est confiée aux vétérinaires privés qui forment environ 10 auxiliaires chacun sous contrat avec le projet PACE.

### 7.3 PERTINENCE

Les objectifs du projet restent très actuels et valides. Certaines activités sont quand même négligées ou sous financés tels que l'unité communication et la cellule d'appui à la privatisation. Le budget présenté par les Guinéens dans la première proposition du Plan Global était d'environ 3,6 Mln €. Son remaniement et réduction à moins de 1 Mln € a imposé l'abandon de certaines activités et la réduction drastique d'autres.

### 7.4 EFFICIENCE

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 prévus 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.**

## 7.5 EFFICACITE

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 de services régionaux, existent des tableaux de performance du personnel 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 objectifs 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.

## 7.6 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 vaccination en 5 nouveaux Districts au cours de l'année 2002 et le déplacement du cordon sanitaire vers l'est.

Le Gouvernement a promu une campagne d'identification du bétail à travers de tatouage sur l'oreille droit, qui a conduit à l'identification d'environ 25% du troupeau. Le processus est encore en cours et représente une expérience unique en Afrique sub-sahélien.

Le Gouvernement Guinéen à travers le PACE a remis à la représentation de l'OIE pour l'Afrique son dossier de reconnaissance de pays libre de la peste bovine. Un plan d'urgence en cas de foyers de PB a été rédigé en collaboration avec le programme PACE, soumis et approuvé par l'OIE.

## 7.7 VIABILITE

Le Gouvernement appui fortement et oriente la politique dans le secteur de santé animale. Les activités déléguées au secteur privé ne sont pas encore totalement soutenables, même si le système de recouvrement de coûts est en marche depuis long temps et est accepté par les éleveurs.

Les associations et groupements d'éleveurs ne sont pas encore reconnus par la loi Guinéenne.

## 7.8 FACTEURS CRITIQUES

L'équipe du projet a suggéré les facteurs suivants comme les plus importants pour influencer la réussite du projet.

Positive	Négatif
Coordination centralisée à la DNE et vision globale du projet ; Participation de tous les acteurs de la filière élevage au montage et exécution du projet; Situation favorable de santé animale.	Budget insuffisant; Equipement obsolète, nécessité d'être renouvelé; Politique monétaire nationale ; Les organisations de base ne sont pas reconnues officiellement ; Les points forts peuvent devenir rapidement faibles car le processus est encore jeune ; Faible harmonisation au niveau régional ; Les services communs à Nairobi répondent et réagissent lentement aux requêtes de la coordination Afrique Ouest et Nationale ; Informations de retour insuffisant de la PCU. Disponibilité et mécanisme des droits de tirage.

## 7.9 CONCLUSIONS/RECOMMANDATIONS

Malgré le budget réduit alloué au PACE Guinée qui ne permet pas de couvrir pleinement certaines activités importantes comme la communication, la formation et la supervision des campagnes de vaccination ainsi que le renouvellement d'une partie de la logistique (véhicules communication et privatisation), le projet a été géré d'une manière très performante et a abouti à des résultats très positifs. Le projet PACE Guinée devrait être pris comme modèle de bonne gestion et brillante exécution. L'approche participative adoptée par l'identification et la mise en place de la politique d'élevage a responsabilisé les différents acteurs du secteur. La gestion du projet placée au niveau de DNE permet d'avoir une vision globale de la coopération en matière d'élevage et intégrer entre eux les projets financés par différents bailleurs de fonds permettant l'utilisation optimale et efficiente des fonds.

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 DPI 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.

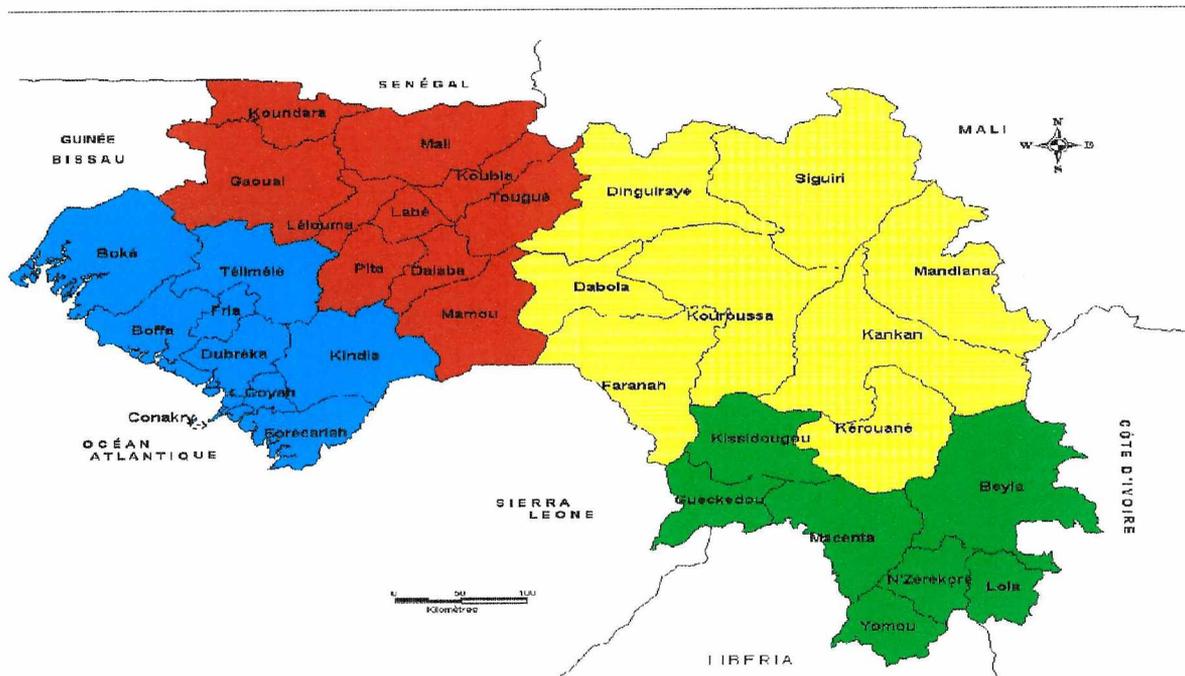
## ANNEXE 1 : CLASSIFICATION D'UTILITE DE PCU/CS

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

1. Economie
2. Data management
3. Epidémiologie (coordination)
4. Faune sauvage
5. Législation, privatisation
6. Communication
7. Management

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

ANNEXE 2 : ITINÉRAIRE DE LA MISSION RMP



## 8 PROGRAMME NATIONAL MALI (PACE-MALI)

### Résumé des SCORES par critère d'EVALUATION

CRITERE	SCORE	COMMENTAIRE
Pertinence	c	Aucun cas de PB depuis 1986; Santé animale en diminution par rapport aux autres contraintes;
Efficienc	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.

### 8.1 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<sup>er</sup> 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 mln<sup>39</sup>). 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 toutefois bloqué l'exécution de cette composante, sur laquelle aucune dépense n'a été inscrite<sup>40</sup>. Par

<sup>39</sup>Le plan global ne contient pas de cadre logique

<sup>40</sup>La Délégation a adressé, en février 2002, une lettre à la représentation africaine de l'OIE, installé à Bamako, pour demander des éclaircissements sur la conformité de la nouvelle loi avec les normes internationales. Antérieurement, dans le cadre de la préparation du 8<sup>ème</sup> FED, la promulgation des textes suivantes avait été proposée comme conditionnalité pour la mise en œuvre du volet Elevage du PIN : Loi régissant la profession de vétérinaire; Loi régissant la pharmacie vétérinaire; Code de déontologie. (voir plan global pour plus d'information).

conséquent, le programme PACE-Mali concerne essentiellement l'objectif 1, renforcement de la surveillance épidémiologique dans le cadre du réseau EPIVET qui vise 5 maladies. Un volet formation a été ajouté à la demande de la Délégation EU. Il concerne la formation de 5 zootechniciens à l'École de Médecine Vétérinaire de Dakar.

L'information disponible en ce qui concerne l'état d'avancement du programme est incluse dans les rapports d'avancement annuels et trimestriels. Ces rapports ne contiennent pas d'information sur la contrepartie du Gouvernement malien, les années comptables de PACE et du Gouvernement ne coïncident pas, rendant difficile la consolidation des rapports. Il n'existe pas de système de suivi-évaluation au sein du projet bien que le plan global (p.55) ait suggéré quelques indicateurs qualitatifs pour le suivi du programme. Le programme PARC a fait l'objet d'une évaluation finale en 1999 mais le rapport de cette évaluation n'est plus disponible au niveau de Bamako. La cellule de coordination de Bamako fait un suivi global de l'exécution du programme (voir rapports sur état d'avancement présentés aux réunions annuelles du PACE).

## 8.2 ETAT D'AVANCEMENT

Le DP1 a été approuvé lors de la session du CA de mai 2000 et la date effective du démarrage du programme est d'octobre 2000, date de réception du premier versement. Suite à la nomination par le Gouvernement malien d'un nouveau coordinateur en novembre 2000, nomination effectuée sans concertation préalable avec la Délégation, celle-ci a suspendu l'exécution du programme. La presque totalité de l'avance reçue (78 sur 87 mln. F.CFA) a été reversé. L'exécution du programme n'a été reprise qu'après 8 mois d'interruption, suite à une concertation entre la Délégation et le Gouvernement malien relatif à la nomination du coordinateur. Le DP1 a été prolongé jusqu'à avril 2002 et le DP1 a ainsi connu une durée effective de 20 mois. Le DP2 couvre la période mai 2002 à avril 2003. L'information essentielle en ce qui concerne la structure des dépenses et l'avancement est présenté dans le tableau 1 ci-après :

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

Code/description		% du budget (plan global)	% du budget DP 1+2	Taux consommat ion 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 EPIVET<sup>41</sup> 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.

### 8.3 PERTINENCE

Le programme est bien connu par tous les acteurs du secteur surtout en ce qui concerne les phases antérieures du PARC qui a laissé d'excellents souvenirs et un impact considérable. Paradoxalement, l'un des effets de la réussite du PARC est que, au niveau gouvernemental, la santé animale n'est plus considérée comme contrainte prioritaire dans le développement du secteur de l'élevage. Les éleveurs et autres acteurs de la filière rencontrés à Sikasso ont exprimé leur souhait de voir le programme s'occuper d'avantage des problèmes de l'approvisionnement en eau et d'aménagement des pâturages que des problèmes de santé animale. Un sentiment similaire a été exprimé dans le cadre de l'étude du secteur de l'élevage qui a classé la santé animale 9<sup>me</sup> parmi les 10 contraintes prioritaires du secteur<sup>42</sup>. Egalement, les éleveurs et rencontrés lors des visites du terrain considèrent que 'la maladie est partie' et demandent une assistance en matière d'aménagement de point d'eau, d'alimentation ainsi qu'en matière de commercialisation.

Suite à l'adoption par l'Assemblée Nationale d'un texte de Loi considéré comme marquant un pas en arrière envers la professionnalisation de la médecine vétérinaire le programme s'est replié sur la surveillance comme activité principale et ne concerne plus le secteur privé, pourtant l'acteur principal dans le secteur de la santé animale.

Comme dans les autres pays de l'Afrique de l'Ouest ou les derniers cas de peste bovine datent de plus de 10 ans, l'accent mis sur la déclaration de pays indemne en conformité avec la procédure accélérée de l'OIE comme étant parmi les indicateurs clés de réussite du programme suscite des questions quant à l'opportunité et la pertinence de cette stratégie. Il demeure que, malgré la faible fonctionnalité du réseau d'épidémio-surveillance, c'est ce réseau et son potentiel de détection rapide des cinq maladies principales qui constitue actuellement l'essentiel du programme et qui constitue donc sa justification principale. Pourtant, vu le manque d'implication du secteur privé et l'excès d'attention porté sur la procédure PB de l'OIE, la pertinence globale du programme est jugé faible, voire problématique.

### 8.4 EFFICIENCE

Malgré une sous-utilisation budgétaire, le taux de réalisation physique est très faible, ce qui donne lieu à une efficacité faible pour la (courte) période du PACE. Il devrait toutefois augmenter une fois les

<sup>41</sup> PACE-Mali, mars 2002. Rapport Bilan du Réseau National de Surveillance Epidémiologique Vétérinaire "EPIVET-MALI", période avril 1999-mars 2002.

<sup>42</sup> KIT/RDP/IER, février 2000. Etude d'Orientation Stratégique des Appuis de l'Union Européenne au Mali dans le sous-secteur de l'élevage. 4 tomes, tome 3. A noter également que l'élevage ne fait plus partie des secteurs prioritaires retenus dans le cadre du 8<sup>me</sup> FED.

activités de surveillance active démarrées. Ce démarrage a été retardé par la lenteur de la mise en place des motocyclettes; leur arrivée est maintenant prévue pour novembre 2002.

Le PACE Mali, actuellement, ne connaît pas les coûts unitaires de toutes ces opérations même si, sur la base des données budgétaires disponibles, il est possible de les calculer. Les vaccinations, essentiellement PPCB, sont payés par les éleveurs, le prix moyen étant de F.CFA 100/tête<sup>43</sup>. Les vaccins sont produits par le Laboratoire Centrale Vétérinaire (LCV) de Sotuba et vendus aux mandataires sanitaires contre un prix relativement peu élevé (F.CFA 25) qui, de toute façon, devrait permettre de couvrir la totalité des charges<sup>44</sup>. La contractualisation n'a pas encore été testé dans le cadre de la 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.

## 8.5 EFFICACITE

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 SE 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 la, 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 SE, 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).

<sup>43</sup>Le taux de vaccination est faible et il est peu probable que, du point de vue économique, l'opération est rentable.

<sup>44</sup>Le Laboratoire Centrale Vétérinaire de Sotuba n'a pas voulu communiquer le prix de revient de ses activités de surveillance active ni celui de l'analyse sérologique. En effet, le LCV, dans le cadre du PACE, compte travailler comme 'partenaire' et non pas comme contractant, et espère pouvoir bénéficier du PACE pour se rééquiper. Egalement, il insiste que ce soit le LCV qui assure la collecte des sérums plutôt que les agents du réseau EPIVET ou des mandataires privés (la collecte de sérums devrait démarrer début 2003 ; l'objectif fixé dans le plan global était de 15.000 sérums/an, celui inscrit dans le DP2 se limite à 4500 sérums).

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.

## 8.6 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 disparition de la Peste Bovine, l'appui à l'installation de mandataires privés et l'amélioration dans la disponibilité en médicaments. Les enseignements du PARC n'ont qu'en partie prises en compte dans la conception du PACE. Ainsi, aucune participation du secteur privé est prévue dans l'exécution des activités de surveillance et seul le secteur public bénéficie des moyens logistiques fournis par le PACE.

Le PACE, quant à lui, n'a pas encore eu des impacts.

## 8.7 PERENNITE

Le Gouvernement du Mali a montré une attitude très positive envers le PACE, notamment en ce qui concerne sa contribution financière: pendant les périodes sans financement extérieur (février 2001-October 2001 ; novembre 2001-juillet 2002) le Gouvernement a assuré le paiement des salaires et d'une partie des frais de fonctionnement, ce qui a permis les services vétérinaires et notamment le réseau EPIVET de continuer de fonctionner, même si s'était d'une façon passive. Comme convenu dans le plan global, le Gouvernement augmente progressivement sa contribution au PACE à partir de 2003. En effet, le budget de l'Etat pour 2003 a inscrit un montant de F.CFA 140 mln. (€ 214.000) dans le budget présenté à l'Assemblée Nationale<sup>45</sup>. D'autres bailleurs de fonds et notamment la Banque Africaine de Développement prévoient un financement complémentaire, en matière d'appui à l'installation de nouveaux cabinets vétérinaires privés dans les zones marginales.

## 8.8 FACTEURS CRITIQUES

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

Positif	Négatif
<ul style="list-style-type: none"> <li>- Appui des services communs pour la rédaction documents techniques (DP, procédure OIE, plan d'urgence);</li> <li>- Mission d'appui du contrôleur financier</li> <li>- Formations organisées par la PCU.</li> <li>- Comité de pilotage actif</li> </ul>	<ul style="list-style-type: none"> <li>- Manque de flexibilité dans les budgets annuels;</li> <li>- Manque d'harmonisation dans les procédures PACE et celles de la DCE;</li> <li>- Absence de tarifs officiels des perdiem pour les missions hors du pays..</li> </ul>

## 8.9 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

<sup>45</sup>Le Plan global prévoyait un montant de F.CFA 212 mln.

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: UTILITE PCU/SC

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

1. Coordination/harmonisation
2. Epidémiologie
3. Communication
4. Economie
5. Data management
6. Privatisation/ législation