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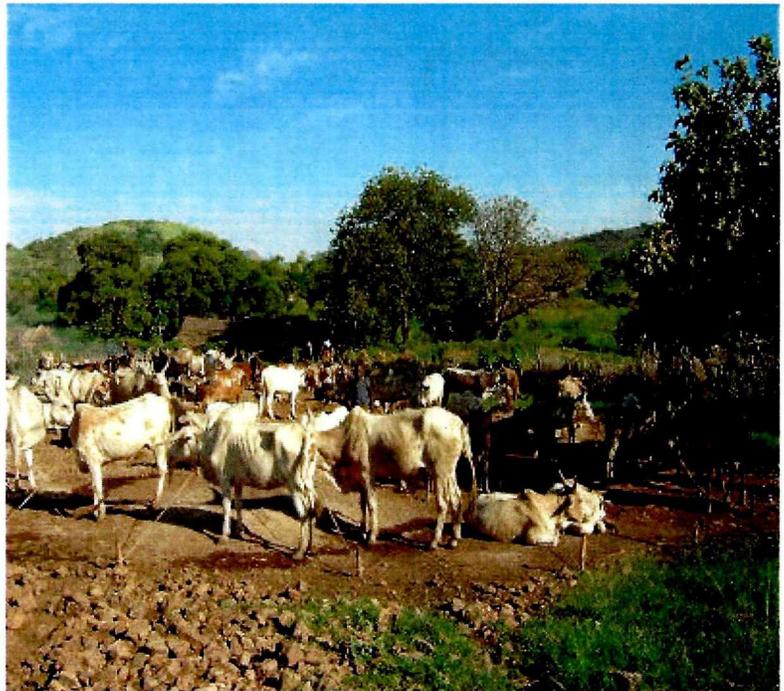
EUROPEAN COMMISSION

OAU/IBAR

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

MID-TERM REVIEW

AGREEMENT NO 6125/REG



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**FINAL REPORT**

**VOL. I – MAIN REPORT**

May 2003

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This report has been realised with the financial assistance of the European Commission. The conclusions contained in this report are those of the authors, and do not necessarily reflect the views of the European Commission or of the OAU/IBAR.

## EXECUTIVE SUMMARY

The evaluation study and the Draft Report have been coordinated by Willem Keddeman, Team Leader. Sadly, Mr Keddeman died in February 2003, in an accident unrelated to this evaluation. Finalisation of the report has then been carried out by the rest of the team and by DRN staff. Our deepest sympathy goes to Mr Keddeman's family and friends.

The report presents the findings of the mid-term review (MTR) of PACE, the Pan African Programme for the Control of Epizootic Diseases.

The MTR was undertaken in October-November of 2002 by a team assembled by Development Researchers' Network of Rome, Italy, joined by a member of the mid-term review team of CAPE, sponsored by DFID. Members of the review team visited a total of seven countries including the host countries Kenya and Mali and presented a mission memorandum with provisional findings and recommendations on 20<sup>th</sup> November 2002.

Although PACE is widely perceived as the direct continuation of PARC, PACE is actually rather different since it has been conceived to strengthen the capacity of national veterinary services to control and possibly eradicate major epizootics through the establishment of sustainable surveillance systems at national as well as at regional level. While PARC primarily focused on mass vaccination campaigns to eradicate Rinderpest from the African continent, PACE aims at strengthening the capacity of national veterinary services to design and control eradication programmes of major epizootics (OIE list A).

PACE became operational in October 1999, and covers 32 countries in sub-Saharan Africa not including Southern Africa with a budget of € 72 million for 5 years. Additional funding has been granted by DFID for a Community-based Animal Health and Participatory Epidemiology project (CAPE – with a duration of 4 years and a budget of approximately € 8 mln - focuses on ecosystems in 9 countries in the Horn of Africa); the French Cooperation avails full or part time experts at national level in CAR, Nigeria, Mauritania, Cameroon and Chad; and the Italian Government availed additional financial resources for the PACE Somalia programme. PACE and CAPE are hosted by the Inter-African Bureau of Animal Resources of the African Union (AU-IBAR) with headquarters in Nairobi. The role and mandate of IBAR are undergoing a profound revision, rendering the future prospect of this organization difficult to predict, though its relevance for the promotion of animal resources in the continent is not questionable.

### **Progress achieved**

As of the end of 2002, according to the available reports, 4 countries were in WP Year 1 implementation, 22 in Year 2 and 4 in Year 3. Financial data indicate that 70% of resources were already committed while the level of actual expenditures was estimated at only 37% of committed funds. Delays in the start-up of country programmes have averaged between 1½ and 2 years. Subsequent progress has been slow with overall spending, at country level, estimated at about 50% of approved work plans. At regional level, commitments as of February 2003 stood close to 93% with a possibility of regional funds being exhausted before the completion date of October 2004, though a substantial level of under-expenditure may allow some re-allocation of resources.

Physical achievements, because of the slow start-up, the lack of equipment and a lack of operational funds, are much below expectations. In spite of this, disease reporting and surveillance systems do exist and several of the countries have seen an increase in veterinary services and drugs provided by

With the notable exception of an outbreak of laboratory confirmed lineage 2 Rinderpest in Meru, Kenya, in 2001, reports of disease outbreaks have been limited. Vaccination against Rinderpest was halted in most countries and about ten West-African countries are preparing dossiers for submission to OIE in order to obtain international recognition of freedom from Rinderpest.

### **Evaluation findings**

The methodology used distinguishes five evaluation criteria, *relevance, efficiency, effectiveness, impact and sustainability*. Results are not dissimilar from findings of the external monitors: a minority of country programmes is judged to perform adequately. With respect to individual criteria, relevance of the programmes is generally positive but other criteria are more problematic.

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

Effectiveness of country programmes 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.

### **Conclusions & Recommendations**

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

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

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

#### ***Management and coordination***

Two management approaches were identified at project appraisal, a centralised and a decentralised method. The centralised method that was ultimately preferred marked a radical departure from PARC, which gave countries more freedom and autonomy. The centralised method has not been successful. It has been costly in terms of delays in start-up and in increasing overhead costs and it has diverted attention away from more important matters. Expected benefits in the form of greater efficiency, harmonisation and ultimately greater impact have not materialised. The approach should therefore be

country work plans and costs estimates, if done at country level, will leave the coordination units time to concentrate on core business such as cross-border coordination, monitoring and capacity building. The latter would be the direct responsibility of the coordination unit. In this connection it is relevant to stress also that capacity building should specifically include private sector capacity building as well.

### ***Epidemiology***

Agreement on a strategy for epidemic-surveillance was reached after some delay. It is understood that countries will be advised about the kind of surveillance systems and control strategies to adopt but will be free to choose. Disease control itself is beyond the scope of PACE but work on the design of control strategies must continue however. As before, this consists of bringing together various specialists and advisory groups for the exchange of information and the review of experiences. Economics and data management are crucial inputs in the design of control strategies and these units need to be brought under the aegis of epidemiology.

Support from bilateral donors (France in particular) has been crucial and it is recommended that continuation of this support be sought as a matter of urgency. In this context it is relevant that advisory capacity be pooled and that N'djamena-based advisors are redeployed to Bamako.

Impact of PACE may be greatly enhanced if disease control plans designed by PACE can be immediately followed by specific control interventions. This entails that national veterinary services secure adequate funding, either from the public or the private sector, to implement control programmes. A first step in this respect is the formulation of project proposals for funding, whether by donors on a grant basis or by lending agencies such as the ADB on a soft-loan basis. Commercial funding of specific investments is a possibility as well and it is recommended that PACE provide funding of feasibility studies and project formulation efforts as spin-offs of the main PACE programme.

### ***Access to veterinary services***

Much like surveillance, the organisation of veterinary services including privatisation and the role of CAHW's, are issues that have to be decided by the countries. In order to maximise impact and given the limited resources of PACE, the work of CAPE and VPLU should be better coordinated, with VPLU focusing attention on legislative issues and privatisation of veterinary services, and CAPE focusing on the integration of CAHWs in national veterinary services.

### ***Monitoring***

Monitoring of country programmes needs to be taken up seriously and the immediate requirement, for the coordination and epidemiology units in particular, is to agree on a final set of core indicators. More time and effort needs to be allocated to monitoring. Funds budgeted for the AC for purposes of M&E may be (re)allocated to coordination and epidemiology units. Overall responsibility for monitoring should be with the coordination unit.

### ***Policy and steering committees***

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

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

### ***Implementation***

Implementation of recommendations made is subject to available budget and the limited remaining time. For country programmes to succeed it is necessary that sufficient time is allowed to operate the programme at more or less full capacity during a minimum period of 3-4 years. This has not been the

case yet and the duration of country programmes needs to be extended. This will be possible without necessarily increasing budget allocations. The recommended new closing date is 31 December 2006.

Budgetary resources for the regional components and units are unlikely to be sufficient even up to October 2004, let alone 2006. The main recommendation in this respect is that extension in time of the core units, that is coordination, data management and epidemiology, be given the highest priority. If need be these could be financed through partial fund re-allocations since according to recent data there is a substantial amount of unspent resources that could be de-committed.

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

## TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY .....</b>	<b>I</b>
<b>1 BACKGROUND AND CONTEXT.....</b>	<b>1</b>
1.1 INTRODUCTION .....	1
1.2 INSTITUTIONAL CONTEXT .....	2
1.3 PROJECT BACKGROUND.....	3
1.3.1 <i>Logical Frameworks</i> .....	3
1.3.2 <i>Organisation of the Programme</i> .....	4
1.4 ASSESSMENT OF PROGRESS MADE .....	7
<b>2 EVALUATION .....</b>	<b>10</b>
2.1 RELEVANCE .....	10
2.1.1 <i>Relevance of the different Units</i> .....	10
2.1.2 <i>Overall Relevance of PACE</i> .....	11
2.2 EFFICIENCY .....	12
2.2.1 <i>Efficiency of the different Units</i> .....	12
2.2.2 <i>Overall Efficiency of PACE</i> .....	13
2.3 EFFECTIVENESS.....	14
2.3.1 <i>Effectiveness of the Different Units</i> .....	14
2.3.2 <i>Overall Effectiveness of PACE</i> .....	15
2.4 IMPACT.....	17
2.4.1 <i>Impact of the Different Units</i> .....	17
2.4.2 <i>Overall Impact of PACE</i> .....	18
2.5 SUSTAINABILITY .....	19
2.5.1 <i>Sustainability of the Different Units</i> .....	19
2.5.2 <i>Overall Sustainability of PACE</i> .....	21
<b>3 CONCLUSIONS AND RECOMMENDATIONS.....</b>	<b>22</b>
3.1 PRELIMINARY REMARKS .....	22
3.1.1 <i>Time-frame</i> .....	22
3.1.2 <i>Re-structuring of AU and IBAR</i> .....	22
3.2 ADMINISTRATIVE AND FINANCIAL PROCEDURES .....	23
3.2.1 <i>Planning and coordination</i> .....	23
3.2.2 <i>Procurement</i> .....	24
3.2.3 <i>Cash flow and management of imprest accounts</i> .....	24
3.3 ORGANISATION AND MANAGEMENT .....	24
3.3.1 <i>Management of national programmes</i> .....	24
3.3.2 <i>Coordination, capacity building and communication</i> .....	25
3.3.3 <i>Epidemiology, economics and data management</i> .....	26
3.3.4 <i>CAPE and VLPU</i> .....	26
3.3.5 <i>Monitoring</i> .....	27
3.3.6 <i>Policy and Advisory Committees</i> .....	27
3.4 EFFECTIVENESS, IMPACT AND SUSTAINABILITY .....	28
3.5 IMPLEMENTATION ASPECTS .....	28
<b>LIST OF ANNEXES.....</b>	<b>31</b>
A. PRESCRIBED ANNEXES.....	31
B. SPECIAL ANNEXES .....	31

**LIST OF ACRONYMS**

<b>AC</b>	Advisory Committee
<b>ACM</b>	Advisory Committee Meeting
<b>AGID</b>	Agar Gel Immuno-Diffusion
<b>ASF</b>	African Swine Fever
<b>AU</b>	African Union
<b>CAHW</b>	Community Animal Health Worker
<b>CAPE</b>	Community-based Animal Health and Participatory Epidemiology Unit
<b>CBPP</b>	Contagious Bovine Pleuropneumonia
<b>CSU</b>	Common Service Unit
<b>CU</b>	Communication Unit
<b>DFID</b>	Department for International Development
<b>DMU</b>	Data Management Unit
<b>EC</b>	European Commission
<b>ESN</b>	Epidemio-Surveillance Network
<b>EU</b>	European Union
<b>EDF</b>	European Development Fund
<b>EIMV</b>	Ecole Inter-Etat de Médecine Vétérinaire
<b>EPERK</b>	Emergency Programme for the Eradication of Rinderpest in Kenya
<b>FA</b>	Financing Agreement
<b>FAO</b>	Food and Agriculture Organisation of the United Nations
<b>FITCA</b>	Farming In Tsetse Controlled Areas
<b>IAEA</b>	International Atomic Energy Agency
<b>IBAR</b>	Inter-African Bureau of Animal Resources
<b>KAP</b>	Knowledge, Attitude and Practice
<b>LF</b>	Logical Framework
<b>MTR</b>	Mid term Review
<b>NAO</b>	National Authorising Officer (of the EDF)
<b>NGO</b>	Non-Governmental Organisation(s)
<b>NIP</b>	National Indicative Programmes
<b>OAU</b>	Organisation of African Unity
<b>OIE</b>	Office International des Epizooties (International Office for Epizootics)
<b>PACE</b>	Pan African Control of Epizootic Diseases
<b>PARC</b>	Pan African Rinderpest Campaign
<b>PARC-VAC</b>	Participatory Community-based Animal Health and Vaccination Project
<b>PC</b>	Policy Committee
<b>PCM</b>	Project Cycle Management
<b>PCU</b>	Project Coordination Unit
<b>PEU</b>	PACE Epidemiology Unit
<b>PIDB</b>	PACE Integrated Data Base
<b>PSO</b>	Private Sector Operator(s)
<b>RAO</b>	Regional Authorising Officer (of the EDF)
<b>RP</b>	rinderpest
<b>RVF</b>	Rift Valley Fever
<b>TA</b>	Technical Assistance/Technical Assistant
<b>ToR</b>	Terms of Reference
<b>VLPU</b>	Veterinary Legislation and Privatisation Unit
<b>WP&amp;CE</b>	Work Plan and Cost Estimate

# 1 BACKGROUND AND CONTEXT

## 1.1 INTRODUCTION

The report presents the findings of the Mid-Term Review (MTR) of the “Pan African Programme for the Control of Epizootic Diseases” (PACE) undertaken in October-November 2002. The report consists of two volumes: vol. I Main Report and vol. II Annexes.

The report has been prepared in response to terms of reference circulated by the Lead Delegation in Nairobi in April 2002 and reproduced in annex A.1. It was prepared by a team of four persons assembled by Development Researchers’ Network (DRN) of Rome, Italy who were joined by a fifth person sponsored by the Department for International Development (DFID) of the UK Government<sup>1</sup>.

The MTR itself started with the preparation of an inception report that was submitted and approved in October 2002. The inception report elaborated upon approach and methods specified in the initial proposal by DRN and applied during visits to PACE headquarters and sub-office in Nairobi and Bamako and to a number of individual countries. Countries visited included Kenya, Ethiopia, Ghana, Chad, Guinea Conakry, Mali, and the southern Sudan area. The selection of countries has been motivated by a desire to cover a range of experiences and conditions as wide as possible though biased towards those countries with at least one year of PACE activities completed. An aide-memoire with provisional findings was presented and discussed with staff of the PACE programme and others in Nairobi on 20<sup>th</sup> November 2002.

The basic objectives of the mid-term review were 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.

In order to achieve this, the mid-term evaluation endeavoured to: (i) determine progress made and problems encountered; (ii) identify causal factors and possible solutions; (iii) recommend best options according to the evaluators point of view; (iv) identify dates and responsibilities for any proposed change; (v) establish deadlines for implementation of proposed actions.

The overall approach followed for the MTR is the one specified in the EC’s Project Cycle Management Integrated Approach and Logical Framework. Five evaluation criteria are distinguished: relevance, efficiency, effectiveness, impact and sustainability (annex A.3 has further details on methodology and definitions). The MTR benefited from reports of monitoring visits made by EU external monitors to a number of the country programmes<sup>2</sup>. The project itself has not operated a M&E system but has produced several progress reports using a variety of indicators.

The organisation of the report follows the outline prescribed by the EU for the preparation of evaluation reports (annex A.1). Separate annexes (annexes B) have been added to provide additional

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<sup>1</sup> The mid-term review team was composed by Rinus van den Ende, Karl Kaiser, Andrea Massarelli and Willem Keddeman (team leader). The team was then joined by an additional member - Dr Tebele financed by DFID (Dr Tebele had previously participated in the MTR of the related CAPE project that took place in September 2002). **Mr Keddeman died in February, 2003, in an accident unrelated to this evaluation. Editing of the draft report has been conducted by the rest of the team.** The terms of reference (ToR) of the MTR review are presented in Annex A.1, while the ToR of the DFID sponsored team member are presented as appendix B of Annex A.1.

<sup>2</sup> The following monitoring reports were made available: Bénin, Congo B., Cote d’Ivoire, Gabon, Kenya, Niger, Rwanda, Somalia, Uganda, Chad.

details on national programmes visited and on individual units. These annexes use the same basic format as that of the main report.

## 1.2 INSTITUTIONAL CONTEXT

PACE is hosted by the Inter-African Bureau of Animal Resources of the African Union (AU-IBAR). The 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:

Under the OAU the objectives of IBAR were to:

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

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

IBAR is headed by a Director, and has three sections: Animal Health, Animal Production and Livestock Projects (Annex B.1). 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.

### 1.3 PROJECT BACKGROUND

The PACE programme is the successor of the earlier JP15 (1962-1976) and Pan African Rinderpest Campaign (PARC, 1986-1998) projects. The evaluation of PARC undertaken in 1996<sup>3</sup> recommended continuation of the programme and various preparatory and formulation missions were undertaken during 1997 and 1998. This culminated in the formulation of PACE as documented in a Final Report dated October 1998<sup>4</sup>. The PACE Financing Agreement (FA) was signed on 5/7/1999 (EU) and 30/8/1999 (OAU-IBAR) respectively. Article 3 of the agreement defined: the starting date of PACE as 31<sup>st</sup> of October 1999 with completion fixed for the 31<sup>st</sup> of October 2004; and the overall budget at € 72 million. Furthermore, the French Cooperation avails full or part time experts at national level in CAR, Nigeria, Mauritania, Cameroon and Chad. Moreover, accompanying projects are carried out in Guinea Conakry (laboratory diagnosis and quality control), Ethiopia (livestock development) and Mali (support to the delivery of animal health services). The Italian Government and the Swiss Cooperation are co-funding the PACE Somalia programme.

The Community-based Animal Health and Participatory Epidemiology (CAPE) project – funded separately - is an integral part of PACE. The MoU was signed in December 2000 between DFID and OAU-IBAR for a period of 4 years ending October 2004 and with a budget of £ 5.4 million (appr. € 8 mln.). The mid-term review of CAPE was undertaken just prior to the MTR of PACE.

#### 1.3.1 Logical Frameworks

The Financing Agreement includes a summary logical framework (LF) of PACE as elaborated during the preparation phase.

According to the LF 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 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

An attempt was made, in the early stages of the project, to update and elaborate the LF, which resulted in what is commonly referred to as the Machakos LF<sup>5</sup>. A comparison between the two LF's and the preceding one contained in the formulation document of 1998 is placed in annex A.4. It is to be noted

<sup>2</sup> Final report issued in 1997: Renard, J-F. Mars 1997. Mission d'évaluation globale de la campagne panafricaine contre la peste bovine. Rapport Définitif (sans annexes). Several national programmes have also been evaluated but reports have not been retrieved.

<sup>4</sup> Renard, J-F. & P. Blanc, October 1998. Backstopping Mission for the Study of a Program for the Pan-African Control of Epizootics (PACE), Final Report, 4 volumes. Compagnie Van Lancker, Brussels.

<sup>5</sup> IBAR & PACE. Report of the workshop to formulate a strategy for the PACE programme, held at the Garden Hotel, Machakos, October 2000.

that the Machakos LF is considered a 'working' LF only and that it complements but does not replace the original LF. Thus, whereas the FA identified 18 activities, the Machakos LF listed a total of 65 separate activities; although no attempt was made to revise the budget<sup>6</sup>. For the purpose of the MTR the basic reference used is the summary LF included in the FA. Additions and specifications included in the Machakos document were however adopted as complementary references and benchmarks.

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

### **1.3.2 Organisation of the Programme**

The PACE Programme is organised in a number of individual units: Epidemiology, Wildlife, Data Management, Communication, VLPU, CAPE, Economics. The Units are coordinated by the Programme Coordination Unit (Annex B.4 provides a detailed description of the individual units).

#### ***Programme Coordination Unit***

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>7</sup>. The Programme Coordinator is also responsible for the co-ordination of 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.

#### ***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 of the main epidemiologist in December 2000, the PEU has been operational for almost 2 years. The inception phase in 2000 has been slow and lack of support from the PCU has been recognised by the PEU as the main cause. PACE initially followed the strategy agreed during the workshop held in Machakos in October 2000, followed by the presentation by the Main Epidemiologist of the strategy for the PEU in January 2001. According to such strategy, 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

#### ***Data Management Unit***

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 the key activity of the DMU at present is the establishment of an information system to assist the different 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

<sup>6</sup> According to an exchange of letters between the Lead Delegation and the ag. Director of IBAR dated 15.3 and 20.4.2001 respectively, the status of the Machakos LF is that of 'a working document for the Coordination Unit'. The Financing Agreement, it was stressed, would 'remain binding'.

<sup>7</sup> In addition, the PCU employs since January 2001 one Administrative Assistant in Nairobi.

information management specialist, the DMU is the smallest of the common services units. It started to operate in the second half of 2000.

### ***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, RFV, ASF) has been investigated.

### ***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>8</sup>

### ***Veterinary Legislation and Privatisation Unit-VLPU***

The Veterinary Legislation and Privatisation Unit is the PACE unit set up to deal specifically with privatisation and legislation issues. The unit is composed of a Technical Assistant 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 VLPU should closely collaborate with the Community-based Animal health and Participatory Epidemiology-CAPE unit (see below) for activities foreseen under thrust 2, "Improving the Delivery of Veterinary Services".

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

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

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 given from the headquarters in Nairobi, as it is physically impossible to visit regularly all the national projects, despite the allocated budget of 120 calendar days of mission per year foreseen for the TA.

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.

Both units' –VLPU and CAPE- aims are to offer a better service to farmers through facilitation at field level of the 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 systems in West Africa;
- Livestock policy and legislative development in Kenya;

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<sup>8</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.

- OIE/IBAR collaboration;
- Livestock policy baseline in Eritrea.

#### ***Community-based Animal Health and Participatory Epidemiology Unit –CAPE***

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 to access these remote pastoral communities. To ensure PACE's 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.

Thus the CAPE project is designed to complement 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's 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.

#### ***Economics Unit***

The Economics unit, that consists of 2 persons and has 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 follows<sup>9</sup>:

- 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 assessments in OUA/IBAR.

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>10</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”.

<sup>9</sup> See annex 14 of the PACE formulation final report for details.

<sup>10</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.

#### 1.4 ASSESSMENT OF PROGRESS MADE

Progress achieved under PACE is presented in a number of reports prepared for coordination meetings and meetings of the advisory committee. A summary of the most recent progress reports of national programmes shows the following<sup>11</sup>:

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

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

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

#### *Financial Status*<sup>12</sup>

Financial statements (see annex B.6) show that, as of February 2003, PACE had committed 93% or € 17,269,873 of the indicative budget of € 18,600,000 for regional components whilst the level of actual expenditure was estimated at 52% for regional components. More specifically the PCU Nairobi recorded a budget uptake of 62% (100% of inception budget, 78% of Year 1 WP, 68% of Year 2 WP and 36% of year WP). Bamako PCU spent 81% of the committed budget (100% of year 1 WP, 93% of Year 2 WP, and 40% of year 3 WP), whilst the two Regional Services contracted had so far spent only 43% of what actually planned. Available data thus suggests (see WP1, WP2, WP3 performances) that either the PACE regional components are managed inefficiently or that a more realistic budget process is required. The fact that 93% of the Budget was allocated by WP 3 may also signal the need for budgetary re-allocations.

Before analysing the actual expenditures in relation to Country Programmes it should be recalled that the Global Plans of the 28 country projects<sup>13</sup> 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 3 non-participating countries (Congo, Liberia and Sierra Leone).

The indicative budget for the country projects was € 53 mln and according to the financial reports of February 2003 (see annex B.6) 70% of resources were already committed while the level of actual

<sup>11</sup> PACE, septembre 2002. Etat d'avancement des composantes nationales du programme PACE, AU-IBAR. Note that the report gives indicators of progress and that the scoring system, although based on a system with an even number of steps (4), is different from that used for monitoring.

<sup>12</sup> This section has been updated in the preparation of the final report on the basis of the financial information provided by PACE that refers to the period 1/11/99-28/02/2003.

<sup>13</sup> Camerun and Burundi have been recently included and are not supposed to report yet.

expenditures was estimated at only 37% of committed funds. It is however to note that data available referred to different periods since only 12 Countries are said to report regularly and 16 of the 28 Country reports referred to periods prior to October 2002. Furthermore, performances at country level varied considerably with percentages of funds spent versus committed ranging from 25 % in Gambia to 76% in Chad. Low level of commitments and of expenditures are generally to be attributed to the late start of activities (4 countries are executing year 1 activities and 22 countries are executing year 2 activities), specific country problems and circumstances, and especially to unrealistic WPs. Annex B.9 also presents an analysis of the country expenditure over the 4 PACE components: 55% of expenditure has been allocated to the Reinforcement of the Public services, 7% to the Improved Veterinary Services, 32% to Fight Against Rinderpest and 5 to Control of Other Epizootics.

The different PACE units have produced a number of progress reports as well. These are presented in the individual annexes (mainly B.4) and can be summarised as follows:

#### ***PCU***

Major achievements of the PCU include: i) the recruitment of project staff; ii) the assistance given to individual countries in formulating their Global Plans 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.

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:

- Differences in management systems between PARC and PACE;
- The need for the PCU to develop procedures and formats given that PARC did not have a management system for PACE to build on;
- 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;
- 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
- 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.

#### ***PEU, DMU and WEU***

##### ***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>14</sup> and the PEU main epidemiologist also expresses concern about

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<sup>14</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.

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.

#### ***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 cord5n 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.

#### ***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. African Swine Fever (ASF) and Rift Valley Fever (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 exports. The PEU has recently proposed to consider the establishment of "disease free export zones"<sup>15</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.

#### ***Communication Unit***

The CU comprises two TAs, based in Nairobi and in Bamako, as well as a counterpart to the TA and a desktop publisher both of whom are based in Nairobi. Mainly as the 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 expectations.

#### ***VLPU and CAPE***

Progresses (see Annexes B.4 and B.5) 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. The VLPU has continued and consolidated the achievements reached under PARC with great emphasis on privatisation and 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. Apart from the elaboration of guidelines for the reorganisation of veterinary services, the support to OAU/IBAR is mainly carried out by CAPE.

#### ***Economics Unit***

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.

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<sup>15</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.

## 2 EVALUATION

This chapter presents the MTR findings with respect to PACE's relevance, efficiency effectiveness, impact and sustainability. For each of the five evaluation criteria the analysis refers first to the individual units, which are then further analysed with respect to PACE overall performances with reference to country specific situations.

### 2.1 RELEVANCE

#### 2.1.1 *Relevance of the different Units*

##### *Programme Coordination Unit*

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.

##### *Epidemiology, Data Management and Wildlife Epidemiology Units*

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>16</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>17</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.

##### *Communication Unit*

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 communicated 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 CUs and less of the regional CU. After having succeeded in strengthening national communication capacities, the relevance of the regional CU should decline over time.

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<sup>16</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>17</sup> Workshop on CBPP, Addis Ababa Nov 2001.

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.

### *VLPU and CAPE*

The improvement of the delivery of veterinary services is a core issue of PACE and the importance of privatisation has been reiterated during the last World Veterinary congress in Tunis in September 2002. Although the CAPE project was designed to complement PACE and VLPU by fulfilling crucial PACE objectives in the pastoral areas of Africa, and as such plays a relevant role; it should also be noted that there is still ample scope for improved integration and coordination of activities and outputs.

### *Economics Unit*

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>18</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.

### **2.1.2 Overall Relevance of PACE**

Generally speaking, the PACE programme continues to be of considerable relevance to the majority of the countries concerned. 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. . Other, non-disease, factors have become more relevant as well: drought is a major factor affecting the fate of livestock in several countries, export markets have dwindled and Africa, as a continent, has become a net importer of animal products. Not all of the 32 PACE countries are affected to the same extent: PACE is more important and relevant for countries with an important livestock export sector, regions with larger livestock populations in Eastern Africa and in the Sahelian zone than it is for countries further south with smaller livestock populations. Indications of weakening relevance are not strong enough to signal a major problem with respect to the relevance of the programme as a whole but there is a need to continuously review relevance.

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<sup>18</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 report 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 cannot be given. Further research would be required. The most promising work, today, is the one relating to epidemiological modelling in combination with participatory methods to estimate disease incidence.

With respect to the different thrusts and components of PACE, it is clear that thrusts 1 (epidemiology-surveillance, at national as well as pan-African level) and 2 (veterinary services) generally have the highest priority. Thrusts 3 (eradication of RP) and 4 (other epizootics) continue to enjoy popularity even if the feasibility of achieving eradication has diminished. Details on the relevance of the specific activities/units is contained in annex B.4.

The continued high relevance of epidemiology is affected by a number of considerations relating to the (im)possibility of obtaining OIE certification of freedom from Rinderpest. Control of livestock movement, one of the requirements for certification, is still rather problematic. Sustainability of epidemiology-surveillance and laboratory operations also remains doubtful and this, in turn, affects the long-term feasibility of surveillance. The desirability and need of this surveillance is not in doubt however.

Organisation and delivery of veterinary services remains important from the point of view of the needs of the beneficiaries. Continuation and strengthening of the privatisation process and improving the legal framework for the delivery of veterinary care and access to drugs countrywide are therefore of continued relevance.

## 2.2 EFFICIENCY

### 2.2.1 *Efficiency of the different Units*

#### *Project Coordination Unit*

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.

#### *Epidemiology, Data Management and Wildlife Epidemiology Units*

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 epidemiology-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>19</sup>, efficiency of these activities has been low. Overall efficiency has benefited from the

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<sup>19</sup> Dr. B. Kebkiba: Analyse de la situation actuelle des réseaux d'épidémiosurveillance dans les pays, Rept 2<sup>nd</sup>

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>20</sup>.

### ***Communication Unit***

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.

### ***VLPU and CAPE***

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. On the contrary CAPE benefited from a greater degree of autonomy and highly efficient financial and administrative procedures that ensured a satisfactory level of efficiency.

### ***Economics Unit***

The unit has been extremely efficient in the sense of producing a large volume of outputs 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.

## **2.2.2 Overall Efficiency of PACE**

Efficiency of operations shows significant differences between countries and between components<sup>21</sup>. Countries are progressing at different speeds with three of the countries visited rated as very efficient, either because the operation relied on community-based workers and was coordinated by a consortium of NGO's (southern Sudan) or because Governments showed strong commitment and provided timely and adequate funding (Ethiopia, Guinea Conakry.). At the other extreme, two of the countries visited demonstrated unfamiliarity with standard procurement and administrative procedures. Time lost in procurement of vehicles and motorcycles (less than 50% achievement within period of workplans) and between approval of work plans and receipt of funds (average of 4,1 months in year 1 workplans) is considered excessive.

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PACE Annual Meeting, Cotonou June 2002.

<sup>20</sup> Workshop on Mild Rinderpest, Nairobi June 2002.

<sup>21</sup> Unfortunately, none of the countries visited was able to produce figures on unit costs of operations making it impossible to compare costs and determine cost-effectiveness (efficiency). Collection of such data fell under the responsibility of the Financial Control unit (Renard & Blanc, op.cit. vol.2, p.26 and annex 1 of the FA, p.4) but was recently shifted to the Economics unit (in the view of the MTR, the Epidemiology unit is best placed to collect and compile this information).

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

Efficiency of the PACE programme as a whole is considered problematic, the main reason being that national programmes have suffered an average delay of 2 years while regional components have used more than their allocated share of resources. Overhead costs, for the three-year period under consideration, approximate 100%, which is excessive. At current rates of commitment, national programmes would be able to continue up to 2006 while the regional components would run out of funds towards the end of 2003. However recent indications are that there may have been considerable under spending on outstanding commitments (see annex B.6) and there is room for budgetary reallocation. In fact estimated projected expenditures by March 2003<sup>22</sup> for Nairobi PCU indicates that these will be close to 3,400,000 € compared to a budget of 5,172,000 € and therefore after official closure of WP 1,2, and 3 approximately 1,400,000 € could be de-committed. In the case of PCU Bamako resources to be possibly de-committed amounts to approximately 340,000 €. Timely availability of financial information is itself a problem, pointing to low efficiency of the financial management system and posing problems for monitoring and management in general.

## 2.3 EFFECTIVENESS

### 2.3.1 *Effectiveness of the Different Units*

#### *Programme Coordination Unit*

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

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 been in operation for a relatively short period. Therefore, country projects were only able to achieve limited outputs<sup>23</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.

#### *Epidemiology, Data Management and Wildlife Epidemiology Units*

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>22</sup> Communication received from PACE Financial Controller.

<sup>23</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.

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.

### ***Communication Unit***

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 workplans and prioritise activities and resource allocation in favour of the strengthening of national communication capacities.

### ***VLPU and CAPE***

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. On the other hand, CAPE, in close collaboration with NGOs involved in community animal health delivery systems, has supported the establishment of CAHWs in pilot communities. CAPE has supported national veterinary bodies to define roles of the CAHWs in the delivery of animal health services. The effectiveness in the capacity building process of CAPE and VLPU are further discussed under 2.3.2.

### ***Economics Unit***

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.

### **2.3.2 Overall Effectiveness of PACE**

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

### *Capacity building*

Increased capacity is specified to include technical and economic assessment of diseases and generation of control programmes, both for the programme as a whole and for the national programmes. National capacity building through training of staff has been a major activity of PACE and, even if delayed, is proceeding well<sup>24</sup>. National capacity has thus been increased but little is known about effectiveness in terms of generation of new & improved control programmes. Formulation of new strategies has taken place at the initiative of PACE and 10 West African countries, with assistance of PACE, have started preparation of dossiers for submission to OIE.

Much capacity building effort has gone into the strengthening of surveillance networks. Effectiveness of these networks is primarily measured by 'functionality' and performance indicators such as timely receipt of disease information, time needed to analyse samples and existence of emergency plans<sup>25</sup>. Expressed in these terms, functionality has improved in most of the countries visited but there remains some way to go before standard performance indicators are achieved. Effectiveness of the surveillance networks was tested during the Meru outbreak in Kenya. As observed in the RP2 workshop of 2002 the outbreak was spotted within a reasonable period of time.

With respect to capacity building in relation to veterinary services as such, the process of improving the delivery of veterinary services is long and complicated and there is some way to go still. Basic indicators in this respect are adequacy of regulatory framework (legislation) and improved accessibility to veterinary services through privatisation and promotion of CAHW's. Further specifications proposed by the Machakos workshop include the following<sup>26</sup>:

- at least 50% of countries have adopted appropriate legislation;
- at least 50% of vaccination is done by private veterinarians;
- epidemio-surveillance is included in the sanitary mandate;
- number of licensed retail outlets has increased; and
- 50% of livestock keepers receive veterinary services from private veterinarians.

Most of these refer to the strengthening of the private sector. Results so far are short of these targets. Effectiveness of private veterinary services, where they do exist, appears to be good, as observed, amongst others, in Ethiopia, Guinée, Mali and southern Sudan.

At regional level, most of the effort has gone into the creation of a Pan-African Network for disease information, which has recently become operational. Several more years are likely to be needed to achieve the Machakos target of 60% of countries regularly submitting disease reports, preferably on-line. Capacity building for AU-IBAR has not taken place in view of the uncertainties regarding the future of IBAR.

A related activity has been the introduction of business training modules in the curriculum of veterinary schools (Annex B.4). As with the direct training of staff, there is little information about the effectiveness of these activities in terms of actual use and application of the skills provided.

### *Safeguarding of animal health*

With respect to actual safeguarding against list A diseases, the record is mixed. No major outbreaks have been reported since the start of PACE but Rinderpest and ASF have occurred while CBPP is considered endemic in large parts of Africa. Reliable data on the incidence of list A diseases in

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<sup>24</sup> Evaluation is a standard feature of training courses provided. Tracer studies and ex-post evaluations are also planned to be undertaken. Note that training needs assessments were prepared for francophone countries in W&C Africa and are planned to be undertaken for anglophone countries as well.

<sup>25</sup> IAEA, December 2001. Performance Indicators for Rinderpest Surveillance, IAEA-TECDOC-1261, Vienna.

<sup>26</sup> The indicators refer to outputs to be achieved within 3 years. Targets for accessibility and effectiveness of services could usefully be added; accessibility would be an appropriate indicator in relation to poverty.

countries where PACE operates is however scarce (but some can be obtained from the OIE Bulletin), thus any meaningful conclusion is still premature.

As far as the eradication of Rinderpest is concerned, progress along the OIE pathway, which is perceived as an indicator of effectiveness for PACE, has seen the preparation of OIE dossiers by 10 West African countries, due to be submitted by late November 2002. Because of the Meru outbreak of 2001, pathway progress has not been possible in East Africa. However, there is growing doubt as to the appropriateness of this indicator: first, at least two pathways can be distinguished –an ‘accelerated’ pathway and a slower, ‘direct entry’, pathway. The choice of pathway is left to individual countries. Second, it is not feasible to reach the end of the pathway and obtain certification of freedom of infection before the closing date of PACE of October 2004. The earliest possible date for West Africa is 2006 while for East Africa it is 2008. Direct entry would further postpone these dates to 2009 and 2011 respectively. Finally, resources available under PACE appear to be insufficient as well<sup>27</sup>. Whatever the pathway, the key requirement for certification is the existence of an effective surveillance and information network. As noted before, progress in this respect has been slow; few of the networks are fully functional yet, their effectiveness needs to be demonstrated. Surveillance and information networks for other List A diseases need to be developed.

## 2.4 IMPACT

### 2.4.1 *Impact of the Different Units*

#### *Programme Coordination Data Management Units*

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.

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.

#### *Epidemiology and Wildlife Epidemiology Units*

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.

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<sup>27</sup> Surprisingly, the financial cost of the pathway has yet to be calculated.

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.

#### *Communication Unit*

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.

#### *VLPU and CAPE*

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. CAPE on the other hand, has concentrated its efforts in the provision of sustainable health delivery systems in pastoral areas.

#### *Economics Unit*

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.

### **2.4.2 Overall Impact of PACE**

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

Because PACE has only been operational for a short period of time little is known about impacts of PACE to date. The main sources of information currently available relate to impacts from the predecessor project, PARC, and from a series of participatory impact assessments initiated by CAPE<sup>28</sup>. The final evaluation of PARC estimated that losses due to RP have been reduced from about 200,000 heads of cattle per year between 1980 and 1985 to 'several thousand at most' at the end of PARC<sup>29</sup>. Anticipated economic benefits of PACE<sup>30</sup> consist of reduced productivity losses due to RP (39%), cost

<sup>28</sup> A good review of impact studies was commissioned by CAPE: Delia, Grace. Evaluating CAHW Programmes - Literature Review, Soroti workshop, 2001.

<sup>29</sup> Renard, J-F. Mars 1997. Mission d'évaluation globale de la PARC. Rapport Définitif, p.67.

<sup>30</sup> Renard & Blanc. 1998, op.cit. Volume 2, annex 19.

of vaccination avoided (59%) and productivity gains resulting from improved access to veterinary services (2%). Direct beneficiaries would be livestock producers, consumers and those paying for the vaccinations.

At country level, PARC is generally considered to have had considerable positive impacts, to the extent that, in one case, livestock owners expressed concern over overpopulation of cattle. Increases in numbers of private veterinarians and CAHW's are, at least in part, attributed to PARC and CAPE. Their presence is much appreciated; their impact is estimated to have been considerable. Judging from past performance, potential future impact could thus be highest in relation to vaccination campaigns and to increased availability of veterinary services. It should also be noted that in many cases, the willingness of livestock owners to pay for vaccinations and drugs is relatively high, on occasion even too high. CBPP vaccinations are fully paid for in most countries.

Within PACE, it has been difficult to assess the potential impact of veterinary services delivery and privatisation. An intermediate indicator of impact for the privatisation process is the number of private veterinarians installed and the number of sanitary mandates issued. The number of private veterinarians installed, estimated at about 30% of the total number of veterinarians in most countries, is largely satisfactory. They operate on a sanitary mandate for vaccinations, hygiene and sometimes epidemio-surveillance. Geographical coverage and the existence of unfair competition between public and private services appears less positive however. Moreover, in most countries drug import and selling is not clearly and properly regulated, in some cases anybody can import and sell drugs, while in others veterinarians are not entitled to sell drugs. As a consequence, smuggling and illegal selling of vet drugs are common. Another important indicator linked to the former one is the review of legislation and the enforcement of new laws completing the existing ones and oriented towards the improvement of the veterinary profession and of the delivery of veterinary services as a whole. Here again the role played by national Governments is of basic importance: no tangible impact has been achieved up to now in countries where the Government is not supporting privatisation while dramatic progress has been made in countries where Governments are seriously committed towards privatisation.

While vaccination and access to veterinary services are considered to have good potential impact, benefits from improved surveillance and from increased capacity of the public veterinary services in general are of a longer-term nature and less tangible. In the future, epidemio-surveillance networks should be able to produce estimates of disease incidence and impact. For the time being the emphasis must be on potential impact. A case in point is the final eradication of Rinderpest, a major benefit of both PARC and PACE. New strategies have recently been debated and formulated and the quantification and mobilisation of the necessary resources for their implementation remains to be defined. The potential impact is considerable.

## **2.5 SUSTAINABILITY**

### **2.5.1 *Sustainability of the Different Units***

#### ***Programme Coordination Unit and Data Management Unit***

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.

#### ***Epidemiology and Wildlife Epidemiology Units***

Epidemiology-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 epidemiology-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 epidemiology-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 epidemiology-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>31</sup> indicate that the sustainability issue will be addressed by building appropriate systems that will answer specific needs.

#### ***Communication Unit***

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.

#### ***VLPV and CAPE***

Being a one-man unit with small funds available and 30 Countries to cover, the unit is clearly understaffed. The contract for 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. The model based on CAHW's is also difficult to sustain without external aid. It relies on the intervention of NGOs in the field to coordinate, motivate and supervise CAHW's in pastoral areas. Once NGOs projects stop, the system of community based animal health services will be seriously endangered. CAHW's, moreover, are required to work under the supervision and coordination of an animal health professional, possibly a private veterinarian, which seems difficult in pastoral areas where private veterinarians are not keen to establish their business.

#### ***Economics Unit***

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

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<sup>31</sup> Creation of disease-free export zones, discussion paper by PEU Main Epidemiologist, Oct 2002

salaries have been included in most of the national budgets and staff is likely to remain in place after closure/withdrawal of PACE.

### **2.5.2 Overall Sustainability of PACE**

Sustainability of PACE and of the individual programmes put in place under PACE has received regular attention. In addition to the factors ensuring sustainability listed in the FA, the focus has been on financing of recurrent cost and on Government contributions in particular. A pre-condition included in most of the global plans and the MoU's signed with the respective Governments is the requirement for Governments to undertake to finance the full recurrent cost of the epidemio-surveillance networks. Data collected by the Economics unit for a selection of countries show that Government contributions during the first two years amounted to 35-45% of annual budgets<sup>32</sup>. In several cases Governments were able to keep programmes going during the period between PARC and PACE as well as during periods when external funds were interrupted. The overall impression from visits to individual countries is that Government contributions are sizeable but that meeting the full cost of the surveillance networks after completion of PACE is less likely. However, several other donors are contributing cost of investment and further reduction in costs should also not be ruled out.

An underlying reason for reluctance on the part of Governments to fully finance surveillance networks is a (perceived) lack of tangible immediate benefits, also because surveillance systems are primarily understood as a tool to control a specific disease, Rinderpest in this specific case. This is even more apparent in countries where Rinderpest has not been seen for well over a decade or more, and epidemio-surveillance systems in these countries do not visibly contribute to address current animal health problems. The effort to build epidemio-surveillance capacities in countries from which Rinderpest has been eradicated almost a decade ago therefore has low priority for Government financing. This issue can be addressed by building systems that will answer more immediate specific needs such as the creation of disease-free export zones. Again, this is of utmost importance for countries with a sizeable livestock export industry.

With respect to private veterinary services, the situation varies according to the commitment of each Government. Countries where the privatisation process is going on smoothly and where the Government is actively supporting the restructuring of the veterinary sector through legal reviews and funds allocation are most likely to consolidate their achievements. In countries where the privatisation process is still "green" and the Government is not keen to review and complete the veterinary legal framework in order to improve the services offered to livestock keepers, it is unrealistic to expect that the privatisation process will be completed and that a "business climate" favourable to livestock owners will be created. Unfortunately, this is the case of most of PACE countries. The model based on CAHW's is also difficult to sustain without external aid (see paragraph 2.5.1 - VLPU and CAPE ).

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

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<sup>32</sup> Economics Unit, September 2002. Costing of national epidemiological surveillance systems and funding levels required for their sustainability.

### 3 CONCLUSIONS AND RECOMMENDATIONS

The chapter explores causes and remedies for the problems identified in the previous chapter and, as such, expands on the conclusions and recommendations formulated in the aide memoire presented on the 20<sup>th</sup> of November, 2002. Issues and explanatory factors identified in the terms of reference suggest possible explanations for success and failure and thereby provide a first list of potential ‘explanatory factors’. Additional factors were identified in the course of the evaluation through direct observation, interviews and reviews of relevant documentation. Factors are clustered and then classified in accordance with the standard evaluation criteria, replicating the structure of chapter 2. The overwhelming emphasis in the terms of reference is on issues related to low efficiency of the programme and this emphasis is clearly confirmed by the findings of the evaluation. A majority of the national programmes performs in a less than satisfactory manner and scores below the 50% mark. Delays are the most prominent feature; the slow rate of implementation is of concern as well. Explanations suggested comprise administrative and financial procedures as well as inadequate organisation and management. Of equal concern are the apparent lack of ability to (re)act and correct. Arrangements for oversight and guidance are of concern therefore, more so as IBAR and the lead delegation have generally not been in a position to provide this guidance.

Underlying these management and organisational problems are more fundamental differences over the objectives to be achieved and the best way of achieving these. These are factors closely related to effectiveness discussed in section 3.4. The chapter ends with a discussion of implementation aspects.

#### 3.1 PRELIMINARY REMARKS

##### 3.1.1 *Time-frame*

The scope of a mid-term review is restricted by the scope of the project to be reviewed and thus to the agreed overall budget and duration. In the case of PACE, as observed in the aide memoire, it soon became evident that it is no longer realistic to respect the original completion date of October 2004. Country programmes have encountered delays such that the earliest possible date for completion of the first programme is likely to be in late 2005 while the last programme may not be completed until 2008. Without extension, the project would not be able to achieve significant results and would need to be written off as a failure. An extension is possible without increase in the budget and conclusions and recommendations hereafter assume that such an extension will be granted.

##### 3.1.2 *Re-structuring of AU and IBAR*

A second preliminary remark concerns the future of IBAR. One of the objectives of PACE has been to strengthen IBAR so as to ensure that regional coordination structures set up under PACE will, in time, be taken over by IBAR. So far, it has not been feasible to pay much attention to this activity due to the on-going AU reform process. This has seen the creation of eight Portfolios/Directorates within the Commission of the African Union. Working Groups will be set up to review the AU’s Scientific and Technical Offices, including IBAR and propose appropriate mandate and structures. 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. IBAR was encouraged to take a pro-active role in defining the possible future of the institution. The MTR recommends that the Director of IBAR prepare a strategy paper on the possible direction for IBAR’s 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 strengthening of IBAR, it is recommended that PACE and CAPE make available resources to access external and mutually acceptable expertise to assist with this exercise.

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

### **3.2 ADMINISTRATIVE AND FINANCIAL PROCEDURES**

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

#### **3.2.1 *Planning and coordination***

Two approaches were initially identified for the management of PACE, a centralised and a decentralised method with the final choice in favour of a centralised method<sup>33</sup>. This marked a radical departure from PARC which used a much more decentralised approach in which national programmes enjoyed a far greater degree of autonomy. The centralised approach adopted by PACE includes detailed scrutiny and ‘consolidation’ of individual work plans into standardised formats and presentation of ‘batches’ of work plans to the Advisory Committee before approval and signature by EU, RAO and national authorities. The costs of this ‘central planning’ approach towards the implementation of PACE have been high: delays at the start of national programmes, an increase in the share of overhead costs as well as a work overload at regional level, for the CU’s as well as for the lead delegation. Advantages are that a common approach is developed towards control/eradication of epidemic diseases and that country performance can be compared. Other expected advantages were that ‘disbursement would be accelerated, inactive funds reduced and analytical work by the financial unit facilitated’ (annex 18, p.8). However, as is evident from the experience of PACE so far these advantages may not materialise within the two remaining years of PACE. In fact, there is a mismatch between the approach adopted and the duration of PACE. The change of approach necessitated a relatively longer period for design and start-up of procedures and an inception period should have been included to test mechanisms and procedures.

Even if the remaining period of PACE is short, it may still be desirable to make a certain number of modifications. Several possibilities exist. First, the PCU could restrict itself to scrutiny of core elements in the plans (essentially surveillance and cross-border coordination) and leave it to the delegations to scrutinise other components. Second, and more in line with the alternative approach identified in the formulation document of 1998, involvement of the PCU could be further reduced by allowing the PCU only an overall veto of the whole work plan rather than unrestricted line item vetoes. Third, the RAO and the co-ordination unit could indicate at the beginning of each year and for each country guidelines on important issues to be tackled as well as a financial envelope (proposal approved by the lead delegation). This would basically correspond to an ex ante consolidation instead of an ex-post consolidation. The authority to negotiate and approve the annual work programme would then lie at national level (including the local delegation) in liaison with the regional co-ordinations. Four, the whole process of prior approval may be decentralised to national delegations. This would leave the PCU more time to concentrate on core businesses such as cross-border meetings, capacity building, monitoring, etc.

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<sup>33</sup> See Regard & Blanc, 1998, annex 18 for a detailed discussion.

For the EU delegations concerned, the most urgent need at national level is to ensure that each of the delegations has a rural development advisor in post. Depending on the solution adopted, it may be desirable to strengthen the lead delegations by contracting an additional technical advisor.

### **3.2.2 Procurement**

Delays at country level are primarily attributed to lack of transport necessary for adequate surveillance. Possibly the single most important factor in explaining this is lack of familiarity with and competence in applying EDF procurement rules and procedures. Average procurement times in most of the countries visited have been about two years for vehicles and motorcycles. Delegations and NAO in some of the countries have set up units to help local staff in coping with and fulfilling the EC procedures, PACE has failed to anticipate this problem which could have been solved by establishing from the beginning of the project a *procurement assistance unit* in one or both of the coordination units.

### **3.2.3 Cash flow and management of imprest accounts**

A positive factor in explaining high efficiency of project implementation was observed in those countries which managed to make available Government funds at the start of the programme. This allowed the Ethiopia programme to maintain a satisfactory level of activities even when few other funds were available. In the case of EU funds, unusually long delays between approval of work plans and receipt of advance payments (typically, about 4 months) have been among the more frustrating experiences in many countries. Poor management of imprest accounts and delays in closure of annual accounts has also been common. A list of countries and of the delays incurred is not (yet) available but failure to close previous accounts in accordance with standard EU procedures inevitably results in further delays in implementation; accumulation of unclosed accounts has occurred in at least one case. The best way to avoid this situation is to suspend individual programmes and proceed to closure of the programme when accounts are not closed within a period of 12 months. Funds would be re-allocated to other programmes.

## **3.3 ORGANISATION AND MANAGEMENT**

### **3.3.1 Management of national programmes**

Differences in style and methods are evident across the national programmes. They are a reflection of different traditions and of the restructuring efforts of the 1980's when veterinary services were widely perceived to have 'lost out'. Some countries have successfully managed the transition to a largely regulatory service, others have not yet completed the process. Staff morale, in the latter case, is low and overall performance unimpressive, complaints about conditions of pay and per diem are common. Excessive time is spent on activities unrelated to PACE and on unnecessary training. Exchange visits to countries which have travelled further along the transition to a regulatory service may help change the outlook and management needs to be more selective in choosing people to be trained.

Payment of incentives, as suggested in the terms of reference, may be an important factor in explaining staff performance and, ultimately, performance of individual programmes. However, little evidence was found in support of this hypothesis. Rather, promises of higher salaries and of incentive payments, contained in some of the global plans and the subsequent failure to honour this promise has led to discontent and waste of time in repeated requests for implementation and payment of incentives, and possibly also to lack of motivation. However, this is only one among many factors in staff motivation and possibly not among the most important ones. An attempt was made by the PACE-Tanzania programme to design an objective, performance-related, system of bonus payments. Implementation is likely to be too cumbersome however and the scheme may well be unworkable. The MTR has not been able to exhaustively examine this issue which, it is recommended, should be left to individual countries and delegations to decide, the aim being to conform, as much as possible, to best existing local practices.

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

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

### **3.3.2 *Coordination, capacity building and communication***

PACE is a complex programme, which requires an efficient, effective and “*with a vision*” coordination and this is to be provided by the PCU. Indeed, the unit supervises and coordinates planning and reporting of the service units and national programmes, and also provides administrative and logistical support. The MTR appreciated some advancements made by PACE with respect to the situation in 2001 analysed by a specific consultancy<sup>34</sup> The report recommended the reinforcement of a strategy leadership in human resources' organisation and in linking-up with other institutions. Important progresses are to be recorded with respect to the strengthening of management and strategic capacities at the Co-ordination level with clearer definition of responsibility and the recruitment of the main TA with advisory functions. Progresses were also made in setting-up a system to treat and make better use of the information produced. However the improvement of the overall management situation is still constrained by a number of factors. The PCU consists of three persons only that, with the current centralised system of planning and coordination, is overwhelmed with work.. Unsuitable working conditions caused by a serious shortage of office space further aggravate the situation. Consequently, some issues of management are inadequately addressed, staff morale is low and the 'team spirit' is not always present. Furthermore, there is a tendency on the part of TAs to identify more with their parent organisations than with PACE. Collaboration among the service units remains poor, and individual units implement their work programmes as stand-alone activities..

Factors other than workload and lack of office space include inconsistent grading of staff and lack of confidence in the organisation and in its' personnel policies in particular. Several staff members of PACE signed contracts before moving to Nairobi but, on arrival in Nairobi were asked to sign a revised contract with a considerably lower level of remuneration than that offered in the initial contract. Returning back to their home countries was no longer feasible and staff felt obliged to sign the revised contracts. In addition, there are some anomalies between responsibilities and grading of positions. The problems related to grading and pay have not been adequately addressed and have

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<sup>34</sup> AFG, Back-stopping Mission to the Management of the PACE Programme Coordination Unit; December 2001

prevented the building of a team spirit. It is strongly recommended therefore that the Director of IBAR review grades and remuneration levels of staff and rectify existing anomalies. Recruitment of new local staff should be done through IBAR rather than through consultancy contracts.

Further recommendations with regards to management issues are that programme coordinators be reclassified as programme managers and that relevant management and team building training be included in future training programmes. The issue of unsuitable office space should be rectified immediately. Temporary staff may also be hired to reduce the existing backlog. The PCU should intensify team-building activities. There is the need to enlist professional help with this activity.

To streamline the organisational set up at regional level, it is desirable to bring units such as financial control, training and communication under the direct supervision of the PCU. For the financial unit it is of the utmost importance to produce timely information with respect to expenditure and unit costs. The unit is already connected to OLAS but depends on the availability of appropriate software ('comptabilité analytique') and on timely feedback from local delegations.

With respect to training, the MTR urges that remaining training needs assessments are finalised as a matter of urgency and that implementation of training programmes be accelerated. In order to benefit from economies of scale and render training activities more effective, it is recommended that training funds be centralised.

Communication also needs to (re)focus on core activities. The primary function of the unit is the development of messages and extension materials in relation to surveillance and control of epizootic diseases. Hence, it is important that the unit trains national veterinary extension staff in planning, conducting and analysing the results of Knowledge, Attitude and Practice (KAP) surveys. PR-type activities may be contracted out as and when needed.

Team spirit needs to be built/strengthened and the recommendations contained in the Management report remain valid particularly with respect to the strengthening of inter-unit concertation and development of exchanges.

### **3.3.3 *Epidemiology, economics and data management***

The epidemiology unit has been criticised for taking too long to come up with a strategy and for disagreeing within the unit about what strategy to follow. These now appear to be things of the past. The MTR endorses the strategy decided and recommends that it be applied as a matter of urgency.. In this context it is relevant also that advisory capacities be pooled and a minimum of critical mass is ensured. N'Djamena-based advisors would be more effective if redeployed to Bamako. Support from bilateral donors (France in particular) has been crucial in providing technical advisors, at regional as well as national level, and it is recommended that continuation of this support be sought as a matter of urgency. Additional funds may also be sought to enable extension of the contracts of the wildlife epidemiologists.

Countries will be advised about the kind of surveillance system and control strategy to adopt but are free to decide what to choose. It must clearly be understood also that surveillance systems produce information necessary for the formulation of control strategies but that information alone is not a sufficient condition for control. Actual control is beyond the scope of PACE and must be left to other, more adequately funded, projects. Work on the design of control strategies must continue but, as before, this consists of bringing together various specialists and advisory groups for the exchange of information and the review of experiences. Economics and data management are crucial inputs in the design of control strategies and these units need to be brought under the aegis of epidemiology.

### **3.3.4 *CAPE and VLPU***

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

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 workplan indicating how CAPE activities and outputs are integrated into the national work plans. This can be based on the Somalia programme where CAPE is totally integrated at both the organigram and workplan level. By January 31<sup>st</sup>, this workplan should be presented to the Director who will oversee the integration process.

It was also anticipated that CAPE would work in close collaboration with the VLP unit in the development of privatisation schemes and animal health policies/legislation appropriate for pastoral areas. Lack of appropriate communication has led to the duplication of activities linked to uncoordinated planning.

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 legislative issues and privatisation of veterinary services, while CAPE focused on the integration CAHWs in national veterinary services. 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).

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

### **3.3.5 *Monitoring***

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

External monitoring is expected to continue on a sample basis, at country level. Reports are primarily addressed at the delegations who should react and take necessary action. This would be in line with the decentralisation proposed for PACE as well. The lead delegations may still need to be strengthened however.

### **3.3.6 *Policy and Advisory Committees***

PACE has two committees, a policy committee (PC) and a (technical) Advisory Committee (AC). The PC, composed of donor representatives, meets at least every two years, the AC, composed of representatives of a number of technical agencies and chaired by the OIE, meets every six months. An ad hoc steering committee was set up in 2001 but it met on three occasions only and was discontinued. Committees have not been able to act in time to prevent the accumulation of delays and rectify shortcomings.

The PC, so far, has met once and even then only for a few hours. A final record of the meeting is not available. There does exist a need for policy makers and donors to meet, probably best in connection

with the meeting of African Ministers for Animal Resources or else in connection with EU donor coordination meetings. Such meetings would need to last for a full day or more and it is recommended that the EU take the initiative in organising such a meeting in the near future.

The AC, following the recommendations formulated by the 1996 evaluation of PARC, has been attributed a number of functions that are typical of a steering committee (review of progress reports and work plans in particular) and should therefore be (re)named as such. The composition of the committee would need to be changed however to better reflect this function and to avoid potential conflict of interest. The AU, African Governments, ADB and donor agencies in particular would need to be represented in larger numbers, along with representatives of professional organisations. To guarantee independence, members should not be involved in implementation of (sub-) contracts with PACE. It is desirable that OIE, as an Inter-Governmental Organisation, continues to chair meetings.

In addition, there is a need for the more technical advisory work such as provided by the current members of the advisory committee. This is generally on an ad hoc basis in the context of the design of new and alternative control strategies. Provisions need to be made to be able to continue to have access to specialised technical advice.

### **3.4 EFFECTIVENESS, IMPACT AND SUSTAINABILITY**

Immediate external as well as internal problems have dominated the implementation of PACE, but initiatives have also been taken to identify constraints in relation to longer-term, underlying factors. These relate to the longer-term objectives of PACE, capacity building and 'safeguarding of animal health against list A diseases'.

Capacity building is the primary objective of PACE and the priority requirement in this respect is to complete country-level 'needs assessments' and capacity building strategies as a matter of urgency. Capacity building should not be directed at the public sector alone and should specifically include private sector capacity building and participatory approaches, as applied in southern Sudan for instance. More generally, capacity building would concentrate on areas where PACE has a clear comparative advantage and avoid pitfalls such as unnecessary training or design of 'incentive' measures.

With regard to the objective of 'safeguarding of animal health' individual countries should identify their priority diseases within List A and define specific targets for control or eradication.

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

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

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

### **3.5 IMPLEMENTATION ASPECTS**

Implementation of recommendations made will depend upon budget availability as well as implementation timeframe.

The official closing date of PACE is October 2004, less than two years away. For the country

more or less full capacity. So far, this has not been the case but late start and non-availability of transport facilities are largely to blame. Country programmes must thus be extended, without necessarily increasing budget allocations. In this respect the recommendation is to extend national programmes by at least two years. The recommended closing date is 31 December 2006. During this period, 'drawing rights' of individual countries should be respected<sup>35</sup> but country programmes that are not performing may be closed and funds reallocated to countries running short of funds before 31.12.2006.

Budgetary resources for the coordination and common service units are unlikely to be sufficient even up to October 2004, let alone 2006. The main recommendation in this respect is that extension in time of the core units, that is coordination, data management and epidemiology, be given the highest priority. If need be this could be at the expense of already approved research and TA contracts or through partial fund re-allocations since according to recent data there is a substantial amount of unspent resources that could be de-committed. More realistic budgeting processes in WP for Year 4 would also assist in a more efficient allocation of resources. Furthermore it is recommended to organise a short-term consultancy to prepare a proper provisional budget to request the extension of the Programme till the end of 2006.

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

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<sup>35</sup> Allocations to individual countries have become (confusingly) known as 'drawing rights' and proposals have been drafted aiming to modify allocations to individual countries. However, the formula used for calculating the original 'indicative cost estimates' for individual countries is not known and the period remaining under PACE is too short also to design an alternative formula.

## 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