



Livestock and Livelihoods in Situations of Chronic Conflict and Political Instability: Towards Improved Practice in the Livestock Sector

Proceedings of an international workshop held at the Nairobi Safari Club, Nairobi, Kenya, August 24th-25th, 2004

Forum for Pastoral Livelihoods in Complex Emergencies

Institutional and Policy Support Team
African Union Interafrican Bureau for Animal Resources
PO Box 30786, 00100 Nairobi, Kenya
Tel: +254 (0)20 334550/251517/226651
Fax: +254 (0)20 332046/226565
<http://www.cape-ibar.org>

African Union/Interafrican Bureau for Animal Resources
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Abbreviations

AU/IBAR	African Union/Interafrican Bureau for Animal Resources
DFID	Department for International Development, UK
DRC	Democratic Republic of Congo
ECHO	European Commission Humanitarian Office
FAO	Food and Agriculture Organization of the United Nations
FIFC	Alan Shawn Feinstein International Famine Centre, Tufts University, USA
IPST	Institutional and Policy Support Team of AU/IBAR
NGO	Non-governmental organization
ODI	Overseas Development Institute
WTO	World Trade Organization
UN	United Nations

Executive Summary

The workshop *Livestock and Livelihoods in Situations of Chronic Conflict and Political Stability: Towards Improved Practice in the Livestock Sector* was the first workshop of the Forum for Pastoral Livelihoods in Complex Emergencies. The purpose of the Forum is to promote more effective livestock interventions in complex emergencies through more widespread application of best practices and experiences.

The workshop objectives were to:

1. Review lessons learnt in the delivery of livestock services in situations of chronic conflict and political instability, with an emphasis on relief to developmental relief.
2. Identify policy and institutional constraints to the application of best practices in livestock interventions in developmental relief contexts and make recommendations for improving and harmonizing initiatives.

The workshop participants were experienced field practitioners with experience drawn mainly from the Horn of Africa region and eastern Congo (Annex 1). The workshop used a mix of presentations and working group sessions to identify and discuss important policy and institutional constraints affecting livestock development relief. An institutional mapping exercise revealed the wide range of formal and informal policies and forces that influence livestock interventions, from community to international levels. Within this broad and complex web of issues, more specific factors were identified and prioritised which the workshop participants felt able to discuss and begin to address as people who were mainly livestock workers. In summary, the key issues and recommendations were as follows:

Donor policy and frameworks

Donor-related constraints included short-term funding arrangements and weak linkages between the relief and development sections of donors. The workshop recommended that:

- there is a need for donors to develop policies that support developmental relief interventions
- beyond global policies, donors should facilitate the process of national and regional policy formulation on developmental relief interventions; the workshop recognized the need for capacity building for the coordination and review of policies
- there is a need to raise the profile of livestock and livelihoods approaches in the perceptions of donor and agencies; specifically workshop called on implementing agencies and the African Union to document the key livelihoods role of livestock in complex emergencies through impact assessments, the production and dissemination of policy briefing papers, and advocacy work
- impact assessment is a key tool for informing policy development and reform; there is a need to ensure that more thorough impact assessment is incorporated into interventions in complex emergencies, and for studies to specifically measure the longer-term impact of interventions in over repeated project cycles.

Lack of standards and guidelines for agencies working in complex emergencies

The workshop identified the lack of standards and guidelines for livestock interventions in both short-term and complex emergencies an important cause of confusion and under-performance in the sector. A working group on standard and guidelines developed the following actions plan:

- The commitment of the workshop to initiate the process to setting standards and guidelines was agreed

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- To establish a small, preliminary core group from workshop participants and selected agencies; core group tasks to include dialogue with the Sphere Project to define the optimal relationship between Sphere and the standards and guidelines for livestock in complex emergencies
- Build an initial agency coalition for expert core group
- Seek funding from key donors who should be engaged in the process to assure donor commitment to the results
- Build a broad inclusive network of agencies active in livestock interventions in short and complex emergencies.

The workshop felt that the Feinstein International Famine Centre (FIFC) of Tufts University was a suitable agency to serve as the host for the focal point and requested FIFC to prepare a proposal. Full recommendations are provided in section 4.

Policies on privatisation and community animal health

The workshop repeatedly noted the negative long-term impact of subsidized livestock interventions on the livelihoods of livestock keepers. The policy goal of savings lives through strengthening livelihoods was identified. It stressed that livestock interventions should seek to reduce chronic vulnerability through reinforcement or creation of local input markets, local service markets and capacity of service providers and livestock owners to manage threats. These objectives can be best met by:

- Appropriate rationalization of public and private services to create efficient, practical and sustainable services
- Sub-contracting of local service providers and reinforcement of community-based capacity to deliver services
- Careful assessment of livelihoods impacts of interventions that identify both positive and negative outcomes.
- Clear policies and criteria on the appropriate use relief versus developmental relief interventions
- If relief provisioning is required, delivery should be designed reinforce local market and service provision mechanisms

Pastoral land tenure

Land tenure policies were recognized as both a primary source of conflict and a central consideration in designing successful livestock livelihoods activities. Competition and conflict over access to natural resources is a well-recognized component of complex emergencies. The following action points were recommended:

- The documentation of traditional land tenure practices and incorporation of traditional practices into legal codes
- Translation of policies and laws into local language
- Recognition and support of traditional institutions and land tenure negotiation practices in law
- Reform of per-head tax laws and budgetary allocations to pastoral areas that reflect their contribution to the tax base
- Forums for dialogue between government and pastoral groups to promote understanding and a more accurate perception of pastoralism
- A consultative reassessment of policies that marginalize pastoral communities
- The support of pastoral leaders to organize and engage decision-makers on pastoral policy
- Support for local peace initiatives and community-based consultative processes that lead to dialogue
- Recognition of beneficial traditional resource management practices and selective incorporation of external practices on an action research basis.

1. Workshop Objectives

Many relief efforts are coming under criticism for short-term approaches that save human lives but in the long-run actually damage coping mechanisms and ultimately increase poverty. Safeguarding the livestock components of pastoral livelihoods is one of the principal interventions that relief programs can undertake to prevent forced migration and mitigate the impact of various shocks to livelihood systems. Experience has shown that access to animal health care using community-based approaches is a best-practice solution and an excellent entry point for other initiatives. A key driving force behind the success of such initiatives is the presence of vibrant markets for livestock and livestock products.

The Forum for Pastoral Livelihoods in Complex Emergencies is an initiative of the African Union/Interafrican Bureau of Animal Resources. The focus of the first workshop was developmental relief approaches for the livestock sector in situations of chronic conflict and political instability, particularly at the policy level. In this workshop we hoped to review lessons learnt in the delivery of livestock services in complex emergencies, identify constraints that prevent organizations from implementing a developmental relief approach, and produce recommendations to improve and harmonize future efforts.

The workshop participants were practitioners with experience in the field of livestock service delivery in chronic emergencies (Annex 1). The outputs of the workshop will influence donors who support programs in livestock services delivery during complex emergencies, and the international organizations which implement them.

The **workshop objectives** were as follows:

1. Review lessons learnt in the delivery of livestock services in situations of chronic conflict and political instability, with an emphasis on moving from relief to developmental relief.
2. Identify policy and institutional constraints to the application of best practice in livestock interventions in developmental relief contexts, and make recommendations for improving and harmonizing initiatives.

2. Keynote Presentations

The first part of the workshop was based on three keynote presentations:

- Kate Longley from the Overseas Development Institute (UK) reviewed the emergence of developmental relief thinking and explained previous concepts of transitioning from relief to development. The challenges of adopting livelihoods approaches in chronic conflict situations were discussed.
- Peter Walker from the Feinstein International Famine Centre, Tufts University (USA) reviewed experiences with the Sphere Project and the development of the handbook on the *Humanitarian Charter and Minimum Standards in Disaster Response*.
- Jeffrey Mariner, a consultant to the Institutional and Policy Support Team of AU/IBAR (Kenya) related livelihoods approaches to livestock interventions in chronic conflicts and explained how relief interventions can benefit from a livelihoods approach to project design.

Summaries of the presentations are provided below.

Livelihoods Approaches in Relief and Development

Kate Longley

The presentation described the conceptual beginnings of livelihoods approaches in development, the ways in which such approaches have been adapted and applied in chronic conflict situations, and some of the challenges that exist in transitioning from relief to development.

Adaptations to livelihoods approaches for use in chronic conflict situations include an emphasis on the notion of vulnerability as opposed to sustainability; greater attention to the political economy of conflict; and a recognition of the primacy of violence. Applications of livelihoods approaches in chronic conflict to date have focused on at least three different aspects: livelihoods-based assessment and monitoring; livelihoods as part of rights based approaches; and livelihoods as part of protection. At a general level livelihoods approaches to programming in chronic conflict are reflected in more detailed assessments, the use of participatory approaches, greater emphasis on capacity building (including advocacy), and the beginnings of a shift from projects to programmes and/or processes. Yet various challenges remain: perhaps the biggest unresolved issue in the application of livelihoods approaches to situations of chronic conflict is how to reconcile livelihood or developmental principles with humanitarian principles, in particular neutrality, impartiality and independence.

Transitions from relief to development can be understood to involve at least three different types of shifts, yet each involves a number of challenges. First, in terms of who is providing the assistance, there is a shift from UN and NGO agencies to State institutions. The focus on rebuilding state institutions, however, is often undertaken without necessarily considering the role of the state vis à vis others such as the private sector or NGOs, or the local or informal institutions on which local livelihoods depend. Second, in terms of who is targeted to benefit from assistance, there is a shift from individuals and households to communities and ‘civil society’. The targeting of aid towards communities or civil society can be problematic in contexts where local institutions may serve to increase marginalization and structural poverty within communities. Third, in terms of how assistance is delivered, there is a shift from the free distribution of relief inputs to the establishment of demand-driven (often market-based) systems for services and input delivery. It is doubtful that a ‘level playing field’ can be created for commercial competition when there are a plethora of NGOs effectively crowding out the private sector. Such NGOs often act as the middle man between the beneficiary or user and the input supplier, so that the user has little choice of inputs, and no means of demanding preferences through the market chain.

At its most basic, a livelihoods approach is one that focuses on poverty and takes as its starting point people’s actual livelihood strategies, stressing notions of capability, equity and sustainability. The concept of sustainable livelihoods became prominent in the mid-1980s and was subsequently developed with support from DFID to culminate in the definition of core sustainable livelihoods principles and the sustainable livelihoods framework. Although the livelihoods framework is said to be multi-level, bridging the gap between micro and macro, applications to date have largely been at the micro level, and difficulties remain in understanding micro-macro linkages.

Over the past four to five years, efforts have been made to adapt the sustainable livelihoods framework to make it more appropriate to protracted crises, particularly chronic conflict. These efforts have involved emphasis on the notion of vulnerability as opposed to sustainability; greater attention to the political economy of conflict; and a recognition of the primacy of violence. Though not always explicit, livelihoods perspectives are becoming increasingly accepted within humanitarian thinking and interventions. Initial efforts to promote livelihoods within humanitarianism (e.g. ‘Saving lives and livelihoods’) were based on the observation that most people survive crisis and that efforts to save lives in the short term only are insufficient; efforts to foster self-sufficiency and productivity in the longer term are also necessary.

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Applications of livelihoods approaches in chronic conflict and political instability to date have focused on at least three different aspects:

- (i) Livelihoods-based assessment and monitoring is becoming more widespread, and there is a wealth of assessment tools that have been developed by various different agencies. A major challenge remains in moving from analysis to the identification of appropriate interventions.
- (ii) Livelihoods approaches are sometimes combined with rights based approaches and there are various complementarities between the two. Rights based approaches are concerned with the underlying causes of poverty, conflict and rights-denial.
- (iii) Similarly, livelihoods approaches have recently been combined with protection in which activities are aimed at creating an environment conducive to the respect for human beings, preventing or alleviating the immediate effects of abuse and restoring dignified conditions of life.

At a general level, livelihoods approaches to programming in chronic conflict are reflected in more detailed assessments, the use of participatory approaches, greater emphasis on capacity building (including advocacy), and the beginnings of a shift from projects to programmes and/or processes. The recently revised Sphere guidelines place an emphasis on livelihoods approaches. The increasing use of specific types of interventions (e.g. micro-finance, vouchers or cash-based responses, commodity chain approaches or market-based interventions, and community-based animal health programmes) can also be seen as evidence of livelihoods programming in chronic conflict situations. The definition of a 'livelihoods crisis' (as distinct from a humanitarian crisis) by the Somalia Food Security Analysis Unit provides another example of how the livelihoods concept is being applied in complex emergencies. Yet various challenges remain: perhaps the biggest unresolved issue in the application of livelihoods approaches to situations of chronic conflict is how to reconcile livelihood or developmental principles with humanitarian principles, in particular neutrality, impartiality and independence. There is also a fear amongst some humanitarians that the long-term perspective of livelihoods analysis may lead to a 'normalisation' of crisis situations in which very real humanitarian needs relating to nutritional deficiencies may be ignored.

Livelihoods approaches are thought to be particularly helpful in promoting greater synergy or coherence between relief and development modes of aid. This requires an understanding of livelihoods in relation to policies and institutions – the theme of the workshop – something which is only now beginning to be examined. Transitions from relief to development can be understood to involve at least three different types of shifts. First, in terms of who is providing the assistance, there is a shift from UN and NGO agencies to State institutions. Second, in terms of who is targeted to benefit from assistance, there is a shift from individuals and households to communities and 'civil society'. And third, in terms of how assistance is delivered, there is a shift from the free distribution of relief inputs to the establishment of demand-driven (often market-based) systems for services and input delivery.

Each one of these shifts involves a number of challenges:

- (i) post-conflict institutional capacity building tends to focus on rebuilding state institutions without necessarily considering the role of the state vis à vis others such as the private sector, NGOs, local or informal institutions, etc. The focus on building the capacity of implementing partners for aid delivery distracts focus from the informal institutions on which local livelihoods depend. The question remains as to how to ensure that efforts to rebuild formal institutions recognise the strength and importance of local institutions.

(ii) The targeting of aid towards communities or civil society can be problematic where it is assumed that egalitarianism exists within communities. ‘Traditional’ institutions such as village elders do not necessarily share the same objectives as the aid community and may not be the most appropriate conduits for channelling assistance: local institutions may serve to increase marginalization and structural poverty within communities.

(iii) The transition to market-based service delivery systems remains hampered by the relatively little experience of market-based approaches, both in relief and development. How can a ‘level playing field’ be created for commercial competition when there are often a plethora of NGOs effectively crowding out the private sector? Such NGOs often act as the middle man between the beneficiary or user and the input supplier, so that the user has little choice of inputs, and no means of demanding preferences through the market chain.

The Sphere standards and their relevance to the livestock sector

Peter Walker

Why did Sphere happen?

The 1990s saw a tremendous rise in the amount of funding going into humanitarian assistance. The majority of that funding, from governmental and private sources, was channelled through the international NGOs. At the same time NGOs were aware that there was increasing pressure on them to follow a political line dictated by their donors and to focus an increasing amount of energy on being accountable back to donors. Issues of quality of service to beneficiaries seemed to be getting a back seat.

The Sphere project was initiated by NGOs to develop a set of universal performance standards for humanitarian assistance, which could be used by all humanitarian agencies and which would safeguard the professionalism and independence of humanitarian action.

What is Sphere?

Sphere was both a *process* and the *product* that process produced. The product is the Sphere handbook. The handbook follows a logic structure which starts with the assertion that disaster victims, under the human rights conventions, International Humanitarian Law and the Refugee Convention, have certain invariable rights. Humanitarian action is a process of helping victims attain their rights.

The handbook therefore starts with the **Humanitarian Charter**. This picks out the most relevant rights and shows how these are directly linked to humanitarian aid. It defines humanitarian aid as “life saving” assistance in crises. Thus, assistance in the sectors of **Water and Sanitation, Food and Nutrition, Healthcare, and Shelter and Site Planning** are priorities.

In each of these four sectors the handbook provides key **Minimum standards** which disaster victims should be able to acquire and which should be provided by humanitarian assistance if not available through other means. The standards are universal statements of need. They apply in all situations across all disasters.

For each Standard, a number of **Key Indicators** are provided. These are both quantitative and qualitative. They provide a means by which one can assess if the standard is being met. Indicators reflect present knowledge and thus may be updated and may vary from region to region.

Finally the hand book provides **guidance notes** for each standard. These refer to present best practice in the profession and help aid workers decide how to best attain the minimum standard.

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In the latest edition, the Sphere handbook also contains a chapter on cross cutting standards, covering the management of operation and integration of gender, environment and other critical issues.

The Sphere process which produced the handbook was critical. It was a participatory process involving over 225 organizations and 800 individuals from 60 countries. The process was managed by a small secretariat employed by a consortium of the NGOs and funded by a broad range of governments. It related first to a consultative group on each standard and they in turn sought opinion from a wide range of individuals and organizations.

The standards are thus derived from present field practice, are agreed on by consensus and are tested against academic knowledge and best practice.

A “Sphere” standard for livestock?

It is suggested that it would now be opportune to use a similar approach to develop minimal standards for livestock and livestock based livelihoods in disaster and crisis.

Such a proposal would need to come from the community of experts working with livestock issues in emergencies. Such a community could use the Sphere process and structure to derive minimum standards, indicators and guidelines.

A proposal to develop such standards could be put to the Sphere management committee for their endorsement with a view to the livestock standards eventually being included as a new chapter in the Sphere handbook, an annex or a complementary text.

Livestock and livelihoods – changing policies and institutions to support pastoral livelihoods during situations of chronic conflict and political instability

Jeffrey Mariner

This paper discussed the relative advantages of relief versus developmental relief approaches to livestock interventions in situations of chronic conflict and political instability. Thereafter, the paper suggests livestock developmental relief practices for discussion as candidate best-practices. Based upon these proposed best-practices, institutional constraints to appropriate livestock interventions in situations of chronic conflict and political instability are identified.

For many communities caught in situations of chronic conflict and political instability in Sudan, Somalia and elsewhere, pastoral livestock production is at the core of their livelihoods strategies. As a result, major efforts have been dedicated to the preservation and rehabilitation of livestock resources. Some of these efforts have been successful, while others may actually have been detrimental to the pastoral livelihoods of the communities they were intended to help.

Traditional animal health emergency interventions focus on the provision of free curative and preventive inputs through subsidized service providers. The justification is that saving livestock preserves the production base during a short-term crisis. However, the reality often is that the inputs and services arrive after the acute crisis is over. Depending on the effectiveness of program monitoring, these free inputs frequently end-up in the hands of wealthy elites, doing little to benefit those truly at risk. Some argue that the net effect is to further disrupt markets for service provision and the supply of inputs, while at the same time re-enforcing a psychology of dependence among livestock owners and local authorities. The effect of the relief is to reduce the ability of the beneficiaries to cope with the next wave of shocks - they became more at risk as a result of the intervention. Such negative impacts of relief aid often persist for years after the emergency.

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The developmental relief that has evolved in the face of prolonged conflict is one that builds the capacity of communities to cope with conflict, stresses and shocks. It begins with the recognition that pastoralists who own livestock are not destitute and usually are not in need of free hand outs. Their vulnerability arises through lack of access to markets and services as well as the targeting of their asset base for looting or destruction. The objective of capacity building is to preserve productive resources while enhancing coping strategies and self-reliance through strengthening of human, social and market resources. Interventions that support livestock livelihoods through capacity building are based on a detailed assessment of animal health and production needs, the nature of the vulnerability, the institutional context and the capacity of agencies to respond. Participatory methods are essential in such capacity building, however they are time consuming and require considerable experience and local knowledge. These progressive approaches are often constrained by the institutional limitations of relief aid.

Livelihoods-based livestock interventions in situations of chronic conflict and political instability can result in enhanced capacity of communities to cope under difficult conditions and reduce the level of chronic vulnerability. More than just survival, the goal is to promote the longer-term well-being of beneficiaries to the extent possible under difficult conditions. It is the position of this paper that livestock interventions in situations of chronic conflict and political instability should be designed to enhance the livelihoods of beneficiaries. Such interventions must be tailored to the specific communities and livelihoods groups that are targeted. This requires a careful evaluation of the situation and a plan that takes the most sustainable and least detrimental route to achieving the goal of saving lives through saving livelihoods. The principal objective is to reduce the chronic vulnerability of beneficiaries.

Developmental or livelihoods-based approaches require that agencies work with local partners. In most situations of chronic conflict and political instability, formal government institutions are severely weakened or have questionable legitimacy. The impact of situations of chronic conflict and political instability on informal community institutions is complex. Many authors have noted that informal institutions may be strengthened or empowered to take on more central roles in situations of chronic conflict and political instability. They may serve as entry points and structures for capacity building, as long as they are not principal actors in the conflict. Care must be taken to do a proper political analysis, as some community institutions have had an important role in driving conflict and would not be appropriate partners for developmental activities.

Based on field experience, the following characteristics of good practice in regard to livestock developmental relief in situations of chronic conflict and political instability are suggested:

- Implementing agencies should have appropriate levels of experience and local knowledge or obtain staff with that knowledge
- Relief and developmental relief interventions should be designed from broad-based assessments
- Participatory approaches should be used in intervention design and implementation
- The objective should be the strengthening livelihoods to reduce chronic vulnerability rather than relief provisioning
- A community-based approach to animal health service delivery should be utilized
- Community-based service delivery should be supervised by animal health professionals
- The private sector should be stimulated to provide to supervision
- Local authorities should be engaged to develop an appropriate policy and regulatory framework, where the context of the conflict permits
- Services and inputs should be delivered at market prices to re-enforce the development of sustainable access to services
- Impact of projects, longer-term programmes and policies should be monitored and assessed to guide policy
- Agencies should cultivate an atmosphere that promotes institutional and experiential learning

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- Long-term commitment on the part of agencies and donors is needed
- Effective coordination is required for coherent livestock policies and programmes

Most agencies that have undertaken livelihoods-based approaches to developmental relief have encountered numerous institutional constraints to implementation of their programmes. Fore most among these are donor policies that do not permit longer term programming despite the chronic nature of the conflict. Experience has identified the following constraints to good developmental relief practice in situations of chronic conflict and political instability:

- Conflict and the targeting of livestock livelihoods for destruction
- Conflicting stakeholder agendas that reduce the effectiveness of implementation
- Elite bias in assessments and implementation that leads to monopolization of benefits
- Psychology of dependency built up by previous relief provisioning interventions
- Lack of beneficiary representation in coordination and consultative bodies
- Lack of intervention and policy impact assessment leading to the perpetuation of ineffective or detrimental practices
- Incomplete identification of livelihoods groups and analysis of untoward effects
- Artificial separation of relief and development activities by donor agencies both in their organizational structures and policies
- Short funding cycles of one-year or less that inhibit good programming practices
- Rapid shifts in donor priorities based upon political considerations
- Policies that forbid the privatisation and sale of inputs

Most of these constraints are a result of inappropriate technical and administrative policy. Experience and data on the impact of alternative approaches in situations of chronic conflict and political instability should guide policy. Achieving change will require the long-term commitment and engagement of key individuals and agencies that shape policy. However, with a well-planned approach that identifies the underlying forces that shape relief institutions, policies can be influenced to result in constructive change.

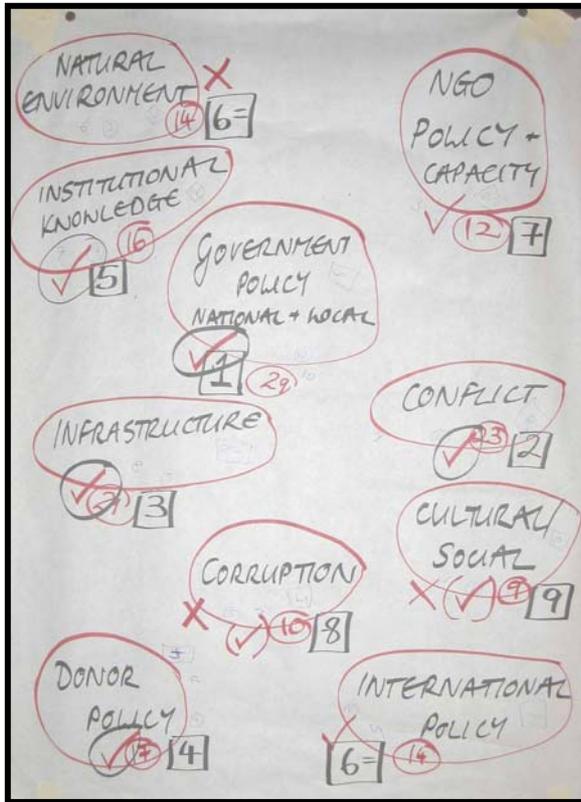
3. Working Group Sessions

Session 1: Identifying institutional constraints to developmental relief

The objective of this first session was to identify the top five policy or institutional constraints to the effective design and implementation of developmental relief livestock interventions in complex emergencies. Four working groups were formed and they used institutional mapping and ranking methods to visualise the 'policies and forces', and prioritise specific areas for change. The instructions given to the working groups were as follows:

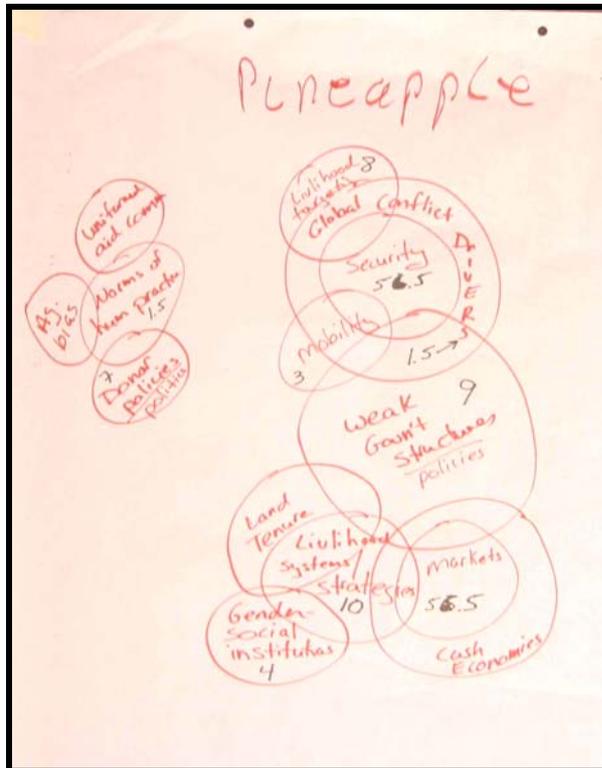
- Brainstorm a list of policies and forces that impact livestock services in chronic emergencies. Develop the list on flipchart paper such that each force or policy is placed in a circle, and circles can be drawn to overlap and cluster when related.
- Rank the top 10 most important policies and forces from your list. To do this, each participant should take a few minutes alone to choose their top 10, giving the most important policy or force a rank of ten, and so on down to 1. When the participants are finished, the facilitator should ask them each to write their ranks on the main flip chart paper next to each circle. Then the facilitator should identify the top 10 for the group by calculating the 10 policies and forces with the highest combined ranks.

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Orange Group:

- Government policy
- Conflict
- Infrastructure
- Donor policy
- Institutional knowledge
- NGO policy and capacity
- International policy



Pineapple Group:

- Weak government structures
- Donor policies
- Security
- Markets
- Global processes that drive conflict chronic
- Mobility
- (Lack of) standards and guidelines
- Social and gender institution
- Livelihood systems and strategies

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- Papaya Group:
- Policies of international agencies
 - (Weak) governance
 - Corruption
 - The (limited) voice of beneficiaries
 - Aid, trade and foreign policies of donor governments
 - NGO policies
 - Lack of agreed standards and guidelines

The most important specific policy or institutional constraints

Mango group	Papaya group	Orange group	Pineapple group
5. Relief and development divide	5. Participation, partnership and respect	5. Animal health policy	5. Donor policy framework (timeframe)
4. Short term funding horizon	4. Standards and guidelines	4. Livestock production and marketing policy	4. Standards and guidelines
3. NGO self-perpetuation	4. Profile of livestock	3. Community-based conflict	3. Markets - disease control
2. Free inputs in humanitarian crises	3. Subsidy of services	2. Land rights	2. Privatization policies and emergency preparedness
1. Privatization	2. Pastoralism policy (national)	1. Donor awareness	=1. Security (small arms)
			= 1. Market access (physical security)

The Table above shows the five most important policy and institutional constraints identified by each of the four groups; '5' was the highest rank.

In a plenary session, constraints were identified which participants felt were both common to all groups and priorities warranting action. The following six core issues were identified from the common points.

Six core issues affecting livestock developmental relief

1. Donors and funding structures
2. Standards and guidelines for livestock work in complex emergencies
3. Government, NGO and donor policies
4. Security and violence mitigation
5. Pastoral land tenure
6. Marketing

In order to reach a common understanding of these constraints, the top five constraints were selected and participants were asked to volunteer to prepare a short presentation for the following day. For each constraint, the presenter was asked to explain the constraint in more detail and suggest some specific action points for addressing the problem. These action points then became the basis for the second working group session, as described below. Summaries of the presentations on donors and funding structures, land tenure, security and violence mitigation are presented in Annex 2.

Session 2: Key action points to address institutional constraints to developmental relief

In this session the working groups were asked to identify key action points to address institutional constraints to effective design and implementation of developmental relief livestock interventions. The groups reviewed and discussed the action points proposed in the presentations (Annex 2) for the institutional constraint they have chosen to address, and develop more in-depth action points that address institutional constraints to effective design and implementation of developmental relief livestock interventions. This session led to action points and the recommendations which are presented in section 4 below; detailed action points are also presented in Annex 3.

4. Action Points and Recommendations

The action points and recommendations for the workshop are presented according to the five core issues or constraints.

Donor policy and frameworks

A key constraint to the implementation of developmental relief programmes was identified as the inappropriate donor funding frameworks that precluded approaches tailored to the specific livelihoods context of complex emergencies. Examples of donor policy constraints were short funding horizons, the splitting of relief and development activities into different organizational compartments and requirements for free distribution of inputs. The workshop stressed that need for donor to develop policies that support developmental relief interventions and funding mechanisms specifically designed for developmental relief interventions. To this end, the workshop felt that donors should be engaged in a process to establish standards and guidelines for livestock developmental relief activities.

Beyond global policies, donors should facilitate the process of national and regional policy formulation on developmental relief interventions. To this end, the workshop recognized the need for capacity building for the coordination and review of policies.

The workshop emphasized the need to raise the profile of livestock and livelihoods approaches in the perceptions of donor and agencies. It was stated that adoption of livelihoods approaches would in itself lead to better recognition of the importance of livestock in complex emergencies. Specifically the meeting called implementing agencies and the African Union to document the key livelihoods role

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of livestock through completion of impact assessments, development and dissemination of policy briefing papers and advocacy.

Finally, the workshop identified impact assessment as the key tool for choosing between policy alternatives and interventions in chronic emergencies. The meeting noted that to date, impact was poorly measured in most interventions and that almost no data existed on the long-term impact of relief interventions in chronic situations. The meeting called for incorporation of impact assessment of interventions in chronic emergencies within projects, and for special studies to measure the longer-term impact of interventions over repeated project cycles.

Lack of standards and guidelines

The workshop identified the lack of a standards and guidelines for livestock interventions in short-term and chronic emergencies as an important cause of confusion and under-performance in the sector. Examples provided by the participants of practical problems encountered in implementation included:

- the lack of agreed criteria for choosing between relief and developmental relief interventions based on the nature of chronic emergencies
- top-down interventions that provide inappropriate assistance due to the absence of beneficiary participation or even consultation
- interventions that severally disrupt livelihoods resources and have long lasting negative impacts on the community to cope with future shocks
- relief provisioning planned to save lives that arrives well after the crisis
- an apparent lack of experiential learning on the part of some organizations.

The working group on standard and guidelines developed the following actions plan:

- The commitment if the workshop to initiate the process to setting standards and guidelines was requested and received
- To start, establish a small preliminary core group from workshop participants and selected agencies with experience not represented at the workshop
- Develop a project proposal that highlights an evidence-based approach that makes use of field experience and impact data
- Nominate a focal point to coordinate discussions and communications
- Individuals participating in this workshop and core group engage their organizations to commit to the concept
- Dialogue with Sphere project to define the optimal relationship between Sphere and the standards and guidelines for livestock
- Advertise the initiative and invite interest.
- Build an initial agency coalition for expert core group
- Seek funding from key donors who should be engaged in the process to assure donor commitment to the results
- Build a broad and inclusive network of agencies active in livestock interventions in short-term and chronic emergencies.

The workshop felt that the Feinstein International Famine Centre (FIFC) of Tufts University was a suitable agency to serve as the host for the focal point and requested FIFC to prepare a proposal.

Policies on privatisation and community-based animal health

The meeting repeatedly noted the negative long-term impact of subsidized livestock interventions on the livelihoods of livestock keepers. The meeting identified the policy goal of savings lives through strengthening of livelihoods.

Free or subsidized, short-term livestock relief interventions:

- Rarely arrive at the appropriate time
- Often benefit elites rather than the vulnerable
- Disrupt markets and access to interventions
- Increase the poverty and vulnerability of livestock owning communities over the longer term

The Meeting emphasized that livestock interventions should seek to reduce chronic vulnerability through reinforcement or creation of:

- Local input markets
- Local service markets
- Capacity of service providers and livestock owners to manage threats

These objectives can be best met by:

- Appropriate rationalization of public and private services to create efficient, practical and sustainable services
- Sub-contracting of local service providers and reinforcement of community-based capacity to deliver services
- Careful assessment of livelihoods impacts of interventions that identify both positive and negative outcomes.
- Clear policies and criteria on the appropriate use relief versus developmental relief interventions
- If relief provisioning is required, delivery should be designed reinforce local market and service provision mechanisms

Pastoral land tenure

Land tenure policies were recognized as both a primary source of conflict and a central consideration in designing successful livestock livelihoods activities. Competition and conflict over access to natural resources is a well recognized component of complex emergencies.

The workshop noted the following policy constraints:

- Customary law is poorly understood, often not documented nor taken into account in the preparation of formal policy and law
- Current government policies lead to the disempowerment and marginalization of pastoral peoples
- Perceptions of pastoralism are often negative and tend to be biased toward agriculture
- Inappropriate policies that lead to the breakdown or bypass of traditional access rights or negotiation process leads to conflict
- Inappropriate natural resource management policies resulting from adoption of external solutions without adequate adaptation or blending with beneficial traditional practices

The following principal solutions were recommended:

- The documentation of traditional land tenure practices and incorporation of traditional practices into legal codes

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- Translation of policies and laws into local language
- Recognition and support of traditional institutions and land tenure negotiation practices in law
- Reform of per-head tax laws and budgetary allocations to pastoral areas that reflect their contribution to the tax base
- Forums for dialogue between government and pastoral groups to promote understanding and a more accurate perception of pastoralism
- A consultative reassessment of policies that marginalize pastoral communities
- The support of pastoral leaders to organize and engage decision-makers on pastoral policy
- Support for local peace initiatives and community-based consultative processes that lead to dialogue
- Recognition of beneficial traditional resource management practices and selective incorporation of external practices on an action research basis

The participants from the DRC were the first to identify land tenure as a key issue. In DRC, perceptions of a lack of equity in terms of land tenure and developmental policy between agricultural and pastoral livelihoods groups was one of the origins of the current conflict. Contrary to the situation in many countries, livestock owners in eastern DRC were the primary beneficiary of developmental programs that facilitated the creation of privately owned ranches. They had the government's ear. These ranches displaced agriculturalists with customary tenure rights and lead to deep resentments that were later manipulated by militia leaders. Although the positions of advantage were reversed, contradictions between traditional land tenure practices and official land tenure policies were at the root of the conflict. This highlights the importance of good historical political-economic analysis in tailoring livelihoods intervention to specific chronic emergencies.

Annex 1: List of participants

David Hadrill, FAO, Addis Ababa, Ethiopia

Kate Longley, Overseas Development Institute, London, UK

Peter Walker, Feinstein International Famine Centre, Tufts University, Medford, USA

Jeffrey Mariner, consultant, AU/IBAR, Nairobi, Kenya

Marcus Sac, AAA Ituri, DRC

Dr. Vincent Isankoy Bonkela, Pan African Programme for the Control of Epizootics, Kinshasa, DRC

Adrien Katsomya, Livestock and Livelihoods Project Eastern DRC

Andrew Bisson, Livestock Programme, FAO Sudan, Nairobi, Kenya

Bryony Jones, Vétérinaires sans frontières-Belgium, Nairobi, Kenya

Sally Crafter, FARM Africa, Addis Ababa, Ethiopia

Dr. Francis Chabari, GTZ, Nairobi, Kenya

Lammert Zwaagstra, ECHO, Nairobi, Kenya

Dr. Berhanu Admassu, Institutional and Policy Support Team, AU/IBAR, Nairobi, Kenya

Tim Leyland, Institutional and Policy Support Team , AU/IBAR, Nairobi, Kenya

Andy Catley, Institutional and Policy Support Team , AU/IBAR, Nairobi, Kenya

Dale Hogland, Livestock Programme, FAO South Sudan, Nairobi, Kenya

Christine Jost, Tufts University School of Veterinary Medicine, North Grafton, USA

Annex 2

Presentations on core issues

1. LAND TENURE

WHAT PASTORLISTS WANT

- Protect Customary Law
- Access to pasture and water
- Cropping land for Agro-pastoralist (Irrigation)
- Mobility
- Peaceful access to shared grazing and water
- Control over land rights
- Control over invasive
- Income from wildlife
- Protection of resources on the land and recognition of use rights (trees, etc.)

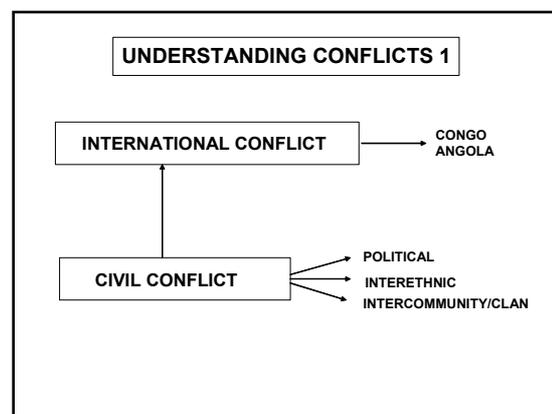
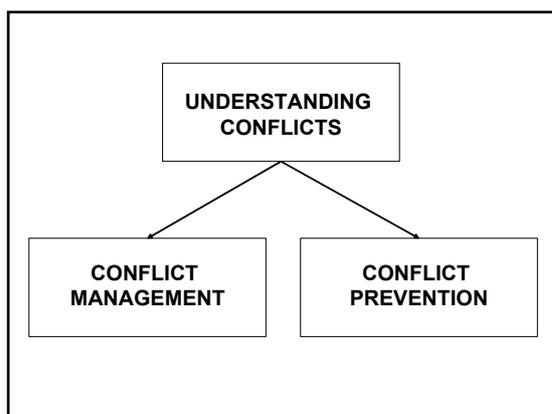
WHAT PASTORALISTS DON'T WANT

- Areas of traditional land given away
- Conflict
- Range degradation
- Traditional system owned by government
- Negative perception of pastoralism

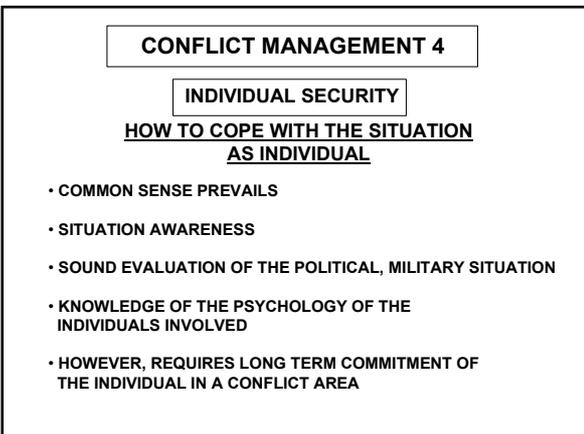
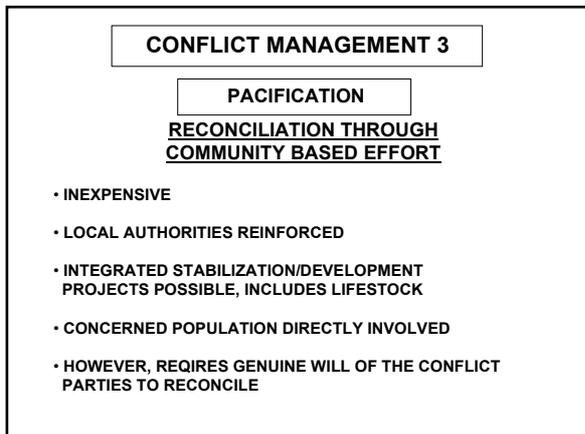
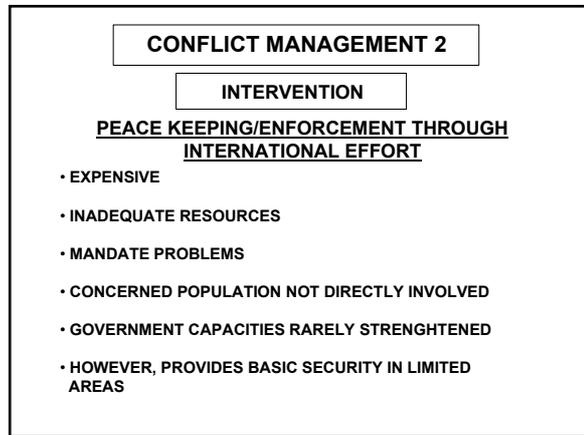
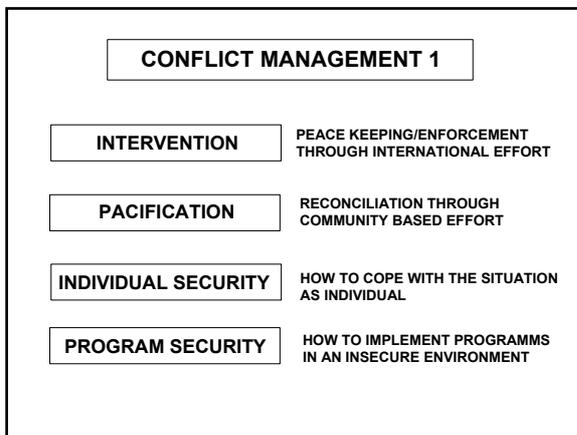
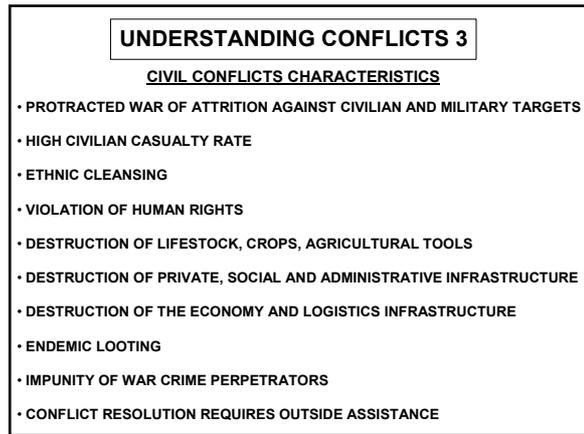
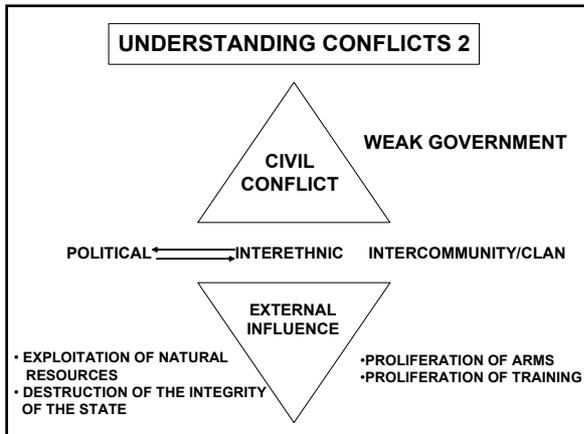
How? SUPPORT TRADITIONAL TENURE SYSTEMS

- Fora for pastoralist to influence land use policies
- Skills in range management (population and livestock control)
- Skills in management of aces = treaties
- Pastoralist sensitive legal framework
- Lobby groups of pastoralist to influence parliament.

2. SECURITY AND VIOLENCE MITIGATION



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<p>CONFLICT MANAGEMENT 5</p> <p>PROGRAM SECURITY</p> <p><u>HOW TO IMPLEMENT PROGRAMS IN VOLATILE ENVIRONMENTS</u></p> <ul style="list-style-type: none">• COMMON SENSE PREVAILS• BALANCED APPROACH• STRICT NEUTRALITY• SUFFICIENT FUNDS• EXCELLENT LIAISON TO ALL ENTITIES INVOLVED• FACILITATING BASE COMMUNITY RECONCILIATION EFFORTS• HOWEVER, REQUIRES LONG TERM COMMITMENT OF AN ORGANISATION IN A VOLATILE AREA	<p>CONFLICT PREVENTION</p> <ul style="list-style-type: none">• AVOIDING UNBALANCED PROGRAMMS THAT BENEFIT A SINGLE CONFLICT PARTY ONLY• SUPPORTING LOCAL PACIFICATION EFFORTS BY CREATING SUSTAINABLE LIVELIHOOD PROGRAMS• REINFORCING LOCAL ADMINISTRATIVE INFRASTRUCTURE• REDUCING INFLUENCE OF ARMED ELEMENTS ON THE LOCAL POPULATION• UNDERTAKING EFFORTS TO MAKE DONORS UNDERSTAND THE SITUATION ON THE GROUND• INSISTING ON COMMUNITY/GOVERNMENT SECURITY ROLE WITHIN INTERVENTION AREAS
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3. DONOR FRAMEWORKS

<p>Donor Frameworks: Issues in SCCPI</p> <ul style="list-style-type: none">• Funding timeframes<ul style="list-style-type: none">➤ Short (3,6,9,12 months)• Policy contradictions<ul style="list-style-type: none">➤ Within a donor - between relief & development departments➤ Between donors – relief policies; development policies➤ Between donors and ‘partners’ – government, NGOs• Limited organizational learning<ul style="list-style-type: none">➤ Incentives for donors to learn?➤ Limited scope for NGOs to build ‘lessons learned’ activities into their projects• Lack of sector-specific developmental relief policies e.g. livestock<ul style="list-style-type: none">➤ Mixed, individual interpretation of generic policies usually by administrators with limited technical expertise• Weak assessment of impact<ul style="list-style-type: none">➤ Focus on process indicators➤ Limited long-term impact assessment➤ Different methods preferred by different donors

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Examples of policy contradictions

Same donor, between relief and development

ECHO relief policy ? Provision of free veterinary drugs ←

Do free drugs actually reach the intended beneficiaries?

EU-funded PACE ? Veterinary privatization

Kenya, Sudan, Somalia, Ethiopia

Examples of policy contradictions

Between donors: development policies

World Bank and French Co-operation support to 'Pastoral Association' model for delivery of veterinary services ←

World Bank's own reviews highlight the high cost & low sustainability

EU, USAID and DFID support to direct small business model for delivery of veterinary services

Kenya, Ethiopia (?), West Africa

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Options for a way forward

- Involve multiple donors and others in impact assessment and review of policy contradictionsmay encourage specific policies on developmental relief
- Develop 'good practice' standards and guidelines with multiple stakeholders, including donors (but donors don't lead); learn from Sphere; expand the OFDA guidelines
- Support formulation of developmental relief policies in government (donors and NGOs should work within these policies); strengthen government capacity to co-ordinate and learn; use AU and RECs to harmonize policies regionally.
- Engage the donors locally; influence at local donor co-ordination meetings (we already do this)
- NGOs commit more effort to organizational learning and policy advocacy, and NGO coalitions on policy issues - NGOs are often the practitioners with the field experience

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Annex 3

Detailed action points on core issues

1. PRIVATISATION AND COMMUNITY-BASED SERVICE DELIVERY

Constraints	Action points	
	Statement (narrative of action points)	By who
Low level of financial support to private practitioners	Business diversification	Private practitioners, NGOs, local authorities
Poor cash economy	Support to organize livestock market at community level	NGO, Local authorities
Poor business skills	Establishment of financial services, associations, village banks Lobby for establishment of line of credit in financial institutions to provide loans to private practitioners, Training of private practitioners on business skills	NGOs, Micro finance institutions Donors, NGOs, GOV, Banks NGOs, Local authorities, Development agencies
Subsidized or free inputs during emergency interventions	Explicit consideration of negative impact of subsidized inputs on markets and livelihoods. Have all other alternatives been ruled out? Buy from local private suppliers (private stockist) Remunerate CAHWs, private vet practitioners to provide service free to pastoralists during emergencies Ensure the beneficiaries understand reasons for cost recovery, subsidized and free inputs	NGOs, Donors, Coordination bodies NGOs, Donors NGOs, Donors, Development agencies Gov, Donor, NGOs, Development agencies, Emergency relief coordination bodies
Absence of policy or practice or will within government to out source services to private sector	Support policy to delineate the public and private goods Base strategies on most efficient, practical and sustainable mechanisms Support policy to subcontract non-core public services to private sector	Govs, Development agencies Govs, Development agencies Govs, Development agencies
Incoherent developmental relief assistance	Guidelines needed at donor level and at operational level to minimize conflict approaches on development relief assistance Harmonized approaches for crossborder operations	Govs, Development agencies, NGOs, Donors Govs, Development agencies, NGOs, Donors
Insecurity due to community-based conflict	Facilitate dialogue including all stakeholders	Govs, Development agencies, NGOs, Communities
Recurrent drought	Facilitate emergency preparedness in both production and health of livestock	Donors, Govs, Development agencies, NGOs, Communities

2. DONOR FRAMEWORKS

1. Raise profile of livestock:

AU to take impact assessment – policy briefing papers to Ministries

- Need for documentation
- Consultation of NGOs
- Need for NGOs to employ advocacy person
- Impact assessment*

2. Need for donor development

- Relief mechanisms/policies
- Lobby regarding short funding time frame
- Impact assessment*

3. Involve donor in establishment of livestock developmental relief. standards and guidelines

-*Impact assessment*

4. Promote donor & agency to adopt livelihood approach so that livestock are not overlooked by donors saying “we don’t fund livestock”.

5. Develop national and regional developmental relief policies and capacity to coordinate and review policies.

-*Impact assessment*

3. LAND TENURE

CUSTOMARY LAW & INSTITUTIONS

Problem:

- Undermined in favour of government Law
- Not understand, visible or documented
- May be appropriate to access to resources
- Not by recognizing customary law, pastoralists are disempowered & cannot solve their problems.

Solution:

- Documentation of customary laws & institutional process (in local language)
- Process of incorporation into statutory law is participatory & consultative.
- Laws made available & understandable
- Recognition and support to customary institutions-implementers

CURRENT GOVERNMENT POLICY LEAD TO MARGINALIZATION

-Don’t support pastoralists livelihood e.g. settlement, land tenure, infrastructure

Solution: - Sustainable natural resource management

-Taxation of livestock/head – people hide their livestock and don’t interact with government

Solution: - Reduce the pastoral tax

- Budget allocation to support pastoralist from tax

More solutions to marginalization:

- Translation of policies and laws
- Forum to link government with pastoralist to assist government understand pastoralism

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- Lesson learnt, successes in other countries passed on.
- Consultative process in policy reform
- Lobby groups. Interest groups (NGOs support)
- Empower pastoralist leaders engage decision-makers
- Decentralization

ATTITUDINAL CHANGE NEEDED

Problem:

- Disempowering view of pastoralists
- Laws, social, institutions are biased towards agriculturalists

Solution:

- Public advocacy – stress value of pastoralism
- Train pastoralist in public relations
- Studies on economic impact
- Sensitization
- International pastoralist networks

CONFLICT

Problem:

- Break down of traditional access negotiations
- Population of humans and livestock
- Competition for resources

Solution:

- Support local peace initiatives
- Support off take initiatives such as marketing
- Diversification of livelihoods for those people leaving pastoralism. (Education and FP)

NATURAL RESOURCE MANAGEMENT

Solution:

- Recognize and promote traditional good practices
- Incorporate and promote good “modern” practices e.g. invasive species management, sustainable use of wildlife.
- Action research on natural resource management