

Ex-post Evaluation of Project STDF 13

“A strategy and action plan for selected African Regions
to Enhance Public and Private Sector Capacity in
Meeting International Sanitary Standards in International
Livestock Trade Products”

Report for:
WTO, STDF Secretariat

Submitted by:
Arnon Shimshony
Tel-Aviv, Israel
Tel: + 972 -3-6481515
Fax: + 972-3-6445581

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TABLE OF CONTENTS

	PAGE
EXECUTIVE SUMMARY	4
1. INTRODUCTION	5
1.1. POLICY CONTEXT	5
1.2. PROJECT SUMMARY	5
1.3. OBJECTIVES OF THE EVALUATION	8
1.4. INDEPENDENCE OF THE EVALUATOR	8
2. METHODOLOGY	8
3. FINDINGS AND ANALYSIS	9
3.1. RELEVANCE	9
3.2. EFFECTIVENESS	10
3.3. EFFICIENCY	12
3.4. IMPACT	13
3.5. SUSTAINABILITY	14
4. CONCLUSIONS, KEY LESSONS AND RECOMMENDATIONS	15
4.1. CONCLUSIONS	15
4.2. RECOMMENDATIONS	16
4.3. LESSONS LEARNED	16
APPENDICES	17
I: PERSONS CONSULTED	17
II: FINANCIAL REPORT	18
III: SURVEY MEANS, METHODS AND FINDINGS	26

ABBREVIATIONS

AU: African Union

CVO: Chief Veterinary Officer

DG: Director General

ECOWAS: The Economic Community of West African States

FAO: Food and Agriculture Organization

FMD: Foot and Mouth Disease

HQ: Headquarters

IBAR: Inter-African Bureau for Animal Resources

IGAD: Inter-Governmental Authority on Development (East Africa)

OIE: Office International Des Epizooties (World Organization for Animal Health)

SPS: Sanitary and Phytosanitary

PVS: Performance of Veterinary Services (OIE PVS tool)

STDF: Standards and Trade Development Facility

VS: Veterinary Services

WG: Working Group

WS: Workshop

WTO: World Trade Organization

EXECUTIVE SUMMARY

This report is meant to evaluate whether and to what extent the STDF 13 project achieved the objectives set out in the project document and to identify key lessons learned for the benefit of both recipients and donors and for future STDF program development.

STDF 13 supported a study addressing the preparation of “A strategy and action plan for selected African regions to enhance public and private sector capacity in meeting international sanitary standards in international trade of livestock and livestock products”. Two regions were selected, ECOWAS in West Africa and IGAD in Eastern Africa. Mali and Ethiopia, whose exports of livestock has been hampered by restrictions due to their compromised animal health situations, were selected as pilot countries.

The performance of the planned study underwent significant delays. This was mainly, but not exclusively, due to the Avian influenza pandemic which started when STDF 13 had to be launched.

The objectives of STDF 13 were (i) to assess the constraints for intra-regional and international trade of livestock, and animal commodities, and (ii) to make proposals to enhance public and private sector capacity in meeting OIE international sanitary standards.

The first objective has been achieved in both regions. The second objective has been partly achieved in both regions: pilot project proposals were endorsed by regional parties, including the public and private sectors. In the ECOWAS region, the project proposal eventually addressed only the northern province of Mali, from where the prospects for selective animal export to southern Algeria were promising. In IGAD, Ethiopia was replaced by Djibouti as pilot country; the proposed project obtained regional support. While the replacement of Ethiopia seems to be substantially justified, the abrupt way it was undertaken has created in Ethiopia discomfort which should be remedied before further project advancement.

The overall conclusion of the evaluation is that this study was run with a partial success and that it met its objectives to a considerable level in spite of the difficulties. In terms of the standard evaluation criteria, its relevance to the objectives, particularly in the regional context, was high. Regarding effectiveness, this seems to be high in the ECOWAS region, while in IGAD its rating is hampered by the established contradiction between Ethiopia and Djibouti. This affected also its efficiency rate, though there were also factors beyond the responsibility of the executing agency, such as the Avian influenza pandemic and political difficulties. The unfavorable responses obtained from participants in the Amman workshop reflect also some efficiency problem. Impact and sustainability do not seem to be overly relevant when a study is concerned. However, if the proposed projects are to be considered, it seems, as reflected by the survey responders, that these projects have a fair chance to be sustainable.

The main lessons to be drawn from the study are the need to exercise the selection of candidate countries as pilots preferably at “peacetime”; to prefer relatively small territories for such projects, and to obtain a sincere commitment from selected countries before launching such studies or projects.

In relevance to the current projects, two follow-ups are strongly recommended - to be undertaken by the OIE, making use of the money still available in the project’s budget; these are:

1. Fine tuning of regional strategies.
2. Mediation between Ethiopia and Djibouti, to resolve the outstanding disagreement about the quarantine/port facility.

1. INTRODUCTION

1.1. POLICY CONTEXT

STDF project 13, entitled “A strategy and action plan for selected African regions to enhance public and private sector capacity in meeting international sanitary standards in international trade of livestock and livestock products”, was implemented by the FAO for the contracting party, the OIE. The rationale for addressing this issue was, on the wider sense, related to the need to evaluate and strengthen Veterinary Services – being important public goods - in controlling animal diseases, particularly those of trans-boundary and/or zoonotic importance, which constitute a major threat to global animal and public health. It was meant to support, in two of Africa’s regions, opportunities for reinforcing livestock production through increased exports within and outside the region. Such developments could not be realized hitherto because of the inability of Veterinary Services to control diseases and to comply with sanitary certification requirements imposed by importing countries.

1.2. SUMMARY OF OBJECTIVES, ACTIVITIES, INPUTS AND OUTPUTS

The initial objectives of STDF 13 were to develop regional strategies for two of Africa’s regions, to be selected by tender, for enhancing Veterinary Service’s and other stakeholders capabilities for export of livestock and livestock products. This, with special emphasis on improving animal disease surveillance, reporting and control and the implementation of international animal sanitary standards according to the WTO-SPS Agreement.

Eventually, the regions selected were (Francophone) ECOWAS in West Africa and (Anglophone) IGAD in East Africa. As pilot countries, Mali was chosen in ECOWAS and Ethiopia in IGAD.

The objectives were modified to become the following:

- (i) to assess the constraints for intra-regional and international trade of livestock, and animal commodities from two targeted zones of Africa (ECOWAS and IGAD)
- (ii) to make proposals to enhance public and private sector capacity in meeting OIE international sanitary standards.

The study was approved by STDF in September 2004, but its implementation started only in October 2006, This was ascribed to difficulties in finding appropriate experts, due to the ongoing avian influenza crisis. Eventually, the project commenced in October 2006, when veterinarians and other experts with relevant experience and skills were secured, and initially planned to be terminated by April 2007. For the details of the recruited performers, see appendix 2.

However, the initial delay was not the last one. The difficulties encountered in both regions, particularly in Ethiopia, led to a need to apply to STDF for an extension, as stated in the report of the STDF WG dated 7-8 Nov 2007: “FAO and OIE circulated a report and provided a further update on the status of the project. Implementation delays were attributed to difficulties in identifying a team of experts and political problems. It was stated that both problems had been overcome and that there was evidence that the project could be finalized by the end of June 2008” . It was further decided that the continued project will incorporate a revised STDF 64 application. The extension was granted until July 2008.

The first activity of the international project team (Appendix 2, 3.1.3; hence, project's team), was to identify animal commodities (live animals and meat) that were considered to have potential for regional and international trade. This choice was confirmed at field level during the visits to the pilot countries.

The expected outputs of STDF 13 were:

- (i) documented regional strategies and tool kits for the establishment of a framework to satisfy SPS requirements, with a strong commitment of government and a joint involvement of the private sector,
- (ii) the formulation of pilot project proposals in two selected countries or groups of countries with the objective of strengthening veterinary services and public-private partnerships to provide for more cost-effective sanitary control systems.

While communication and coordination difficulties were encountered in both regions, this was particularly serious in the IGAD region. The absence of the acting Ethiopian CVO and deputies during the January 2007 mission in Ethiopia caused difficulties, eventually leading the project team, as claimed, to be obliged to make the choice, in June 2007, between discontinuation/delay of the IGAD project or refocusing it. Eventually they proposed a pilot project supporting livestock exports via Djibouti as the basis for a sub-regional strategy to upgrade other ports, such as Port Sudan, Berbera or Bosaso.

The project team regarded this approach strategy to present the advantage of addressing the concerns of the Ethiopian Government about Djibouti's private quarantine having a monopoly on livestock exports. In November 2007, FAO and OIE presented a "First phase report and a proposal for the achievement of the activities of the project". The STDF WG accepted the proposal, deciding that STDF 64, an FAO project approved in September 2005 and revoked March 2007, which had the objective to "Facilitate livestock trade from Djibouti through training for private and public sector veterinary officials", should be reformulated by OIE and FAO as part of STDF 13 (see G/SPS/GEN/829, 25.03.2008). During the second phase which followed, two field missions to Djibouti were undertaken, one by a delegation including an international veterinarian, a laboratory expert and the team leader, to focus on building sanitary and certification capacities of the Djibouti VS. The other visit involved an international veterinarian, specialist on sanitary aspects of trade with Arabic countries. (Appendix 2, 3.2.1).

On the basis of the meetings and the collected information, the project team then designed pilot projects and regional strategies. Two regional workshops were held to discuss the respective pilot projects and the regional strategies.

The regional workshop of the ECOWAS region was held in Bamako, Mali, on 21-23 May 2007. Participants included the representatives of Mali, Niger and Chad as potentially exporting countries, and Morocco, Côte d'Ivoire, Tunisia as potential importers. The representatives of Nigeria, Libya, Algeria, and ECOWAS could not attend the workshop. The ECOWAS pilot project was presented, aiming to improve and support the health status of livestock in the northern Mali's pastoral area through strengthening the regional VS of the northern provinces (and, subsequently, the national VS), with involvement of the private veterinary sector and key players in the market chain. Key concepts, including livestock identification and traceability and disease zoning, are also addressed. The participants supported the proposal, underlining its important component of regional cooperation. OIE's PVS tool was indicated as the instrument of choice to strengthen all VS in the region.. The prospects of this pilot project to open markets for Mali's commodities in a Maghreb country, even if restricted geographically and quantitatively, has a potential impact in the region. The workshop suggested that the pilot project in Mali, as an output of STDF 13, should be submitted to the STDF for funding to help

draw lessons quickly and to mobilize funding similar to other exporting countries in the framework of regional policy.

The IGAD workshop took place in Amman, Jordan in June 2008. This workshop included representatives of the exporting countries of the Great Horn of Africa and of the importing countries of the Arabic Peninsula and the Middle East. The CVOs of Ethiopia and Djibouti and the owners and representatives of private quarantine stations (Somaliland, Puntland, Djibouti) and public quarantine stations (Sudan and Ethiopia) attended.

In addition, the CVOs of Lebanon, Syria, and Jordan, and representatives of the VS of Egypt, Saudi Arabia, the United Arab Emirates and of import quarantine stations in Saudi Arabia were present. The proposed pilot project is meant to permit the sustainable conformity of Djibouti's veterinary services in three successive phases spread over 10 years and with external support for 6 years, with the objective to eventually achieve Djibouti's VS conforming with OIE standards. The proposed project was supported by all participants except Ethiopia. The concerns of Ethiopia appear to be particularly focused on the potential for the Djibouti quarantine facility to gain a position of monopoly for livestock exports from the region.

The activities are summarized in table 1.

Table 1. Summary of Implementation, STDF 13, October 2006 – July 2008

ACTIVITY	PLACE	TIME
Desk Review and field review	Rome, Paris, Montpellier	October 2006
Field Study	Mali	December 2006
	Ethiopia – Djibouti - Nairobi	January 2007
Round tables	Paris (for ECOWAS)	May 2007
	IGAD	not possible
Re-orientation of the study	ROME	June 2007(Accepted November by STDF committee)
Second field studies	Djibouti	December 2007 and April 2008
	Mali	February 2008
Design of pilot projects and regional strategies	Rome	March-April 2008
Regional workshops:	ECOWAS: Bamako (Mali)	May 2008
	IGAD: Amman (Jordan)	June 2008
Finalization of pilot project and strategies	Rome	June 2008
Reporting	Rome	June 2008

The total budget of STDF 13 was 305 000 USD. As of Nov 2009, the total disbursed is 266 309 USD. For further details, see appendix 2.

1.3 OBJECTIVES OF THE EVALUATION

The objectives of the evaluation of STDF projects are to:

- To verify whether the project achieved its stated objectives and outputs;
- To identify if the project achieved [or might achieve] broader STDF objectives (e.g. an impact on market access, an improved SPS situation, and poverty reduction);
- To diagnose the major factors influencing objective achievement or non-achievement;
- To identify key lessons learned for the benefit of recipients and donors, and for future STDF program development.

1.4 INDEPENDENCE OF THE EVALUATOR

This evaluation was carried out by Arnon Shimshony, contracted by the WTO on behalf of the STDF. He is the retired CVO of Israel, an Associate-Professor, Koret School of Veterinary Medicine Hebrew University of Jerusalem. He was official delegate of Israel to the OIE, and serves, as an independent expert, in OIE's ad-hoc groups for epidemiology, evaluation of countries' rinderpest status and bluetongue. He represented Israel at the SPS committee of the WTO in 2000-2001 but has not been in a position of influencing or being influenced by the organization nor by FAO or OIE.

2. METHODOLOGY

STDF 13 had a complex history; initially, a delayed commencement mainly due to the avian influenza pandemic, followed by difficulties in communication in Africa and other problems which eventually led to the need to make changes in both sub-projects, most significantly in the IGAD region, refocusing from Ethiopia to Djibouti. This led the evaluator to concentrate in this aspect of the evaluation.

The evaluation consisted of several meetings in Paris, including meetings with OIE's DG and several staff members at their headquarters; with OIE regional representative for the Middle-East and with the international veterinary consultant who participated in the project and visited the IGAD region; and with the former Chief Animal Health Service of the FAO, who retired in summer 2009.

From the onset, the efforts were concentrated in desk studies of the ramified documentation accompanying the project from its earliest stages when regions and pilot countries were selected. Documentation, including exhaustive electronic correspondence, was received from the STDF office and from the OIE. Since the FAO was the implementing agency, documentation was sought there. In line with the STDF evaluation contract, efforts were made to contact the key person, the FAO coordinator of STDF 13, Dr Y. Le Brun. His contact address was sought from the FAO HQ on 7 Oct and was received on 2 Nov 2009; since then, more missing data and documents could be obtained. This source, contacted by phone and by electronic mail, was extremely helpful. Among the missing documents received were mailing lists of the participants in the regional working groups, including their e-mail addresses which were not available earlier. With the Coordinator's help, contact could also be established with the project's team leader, Dr E. Fermet-Quinet, who added some missing data by e-mail.

Contact was also established, by e-mail, with the CVO of Ethiopia, Dr Berhe Gebreegziabher. He candidly explained the situation which was established, from his perspective, following the change of focus from Ethiopia to Djibouti, and his government's reservation regarding these changes.

Following the receipt of the mailing lists from Dr LeBrun, two drafted questionnaires, for ECOWAS and IGAD mailing lists, could be prepared; the drafts were forwarded to STDF HQ for comments and suggestions. On 2 Dec (IGAD) and 8 Dec (ECOWAS) the questionnaires were e-mailed to those who had participated in the two workshops, in Bamako (ECOWAS) and Amman (IGAD). The questionnaires and their responses are presented and discussed in appendix III.

When it appeared that private-sector participants in the Amman WS did not respond, an effort was done to reach such persons by phone. This was successful in one occasion, and the minutes of the call have been documented. Similarly, when it appeared that CVO Ethiopia did not respond to the questionnaire, he was contacted by e-mail. His response is documented and may be presented upon request.

The list of persons interviewed is included in appendix I.

3. FINDINGS AND ANALYSIS

3.1 RELEVANCE

The relevance of the project may be broken into the following questions:

- 1. Was the project the right answer to the needs of the beneficiary?*
- 2. To what extent do the needs which gave rise to the project still exist?*

Considering that STDF 13 was a STUDY, the 1st question might be further divided into the following:

- (i). Has the study covered the issues/locations which are relevant to the real needs of the beneficiary?*
- (ii). Do study/project outputs, i.e. the pilot project proposals, address real beneficiary needs?*

To answer these questions we have to relate to the beneficiaries which have been involved in STDF 13: the candidate pilot countries, which have been included in the project from its onset or added later, namely Mali, Ethiopia and Djibouti; and the regions, namely ECOWAS and IGAD, with their respective needs. For each of them, the two above criteria will be addressed.

The study visits to Mali provided an appropriate coverage of the area's situation. The team validated the findings of the desk review through meetings with decision makers, livestock sector stakeholders and some international agencies. The output of the Malian project proposal, namely a pilot plan titled "Facilitating the marketing of Malian livestock on the African regional market by strengthening the Veterinary Services in the Northern Malian regions, epidemiological monitoring and livestock traceability" adequately reflects the relevance of the study to Northern Mali. It is also relevant to the rest of the country. In fact, Mali applied for OIE's PVS evaluation at an early stage (2007) and may have undergone also an OIE Gap analysis. Since the STDF project 13 addresses the improvement of animal health issues on a regional level, the programs are, in fact, synergic.

The regional aspects of the project have been also adequately addressed in the final pilot plan, which was developed in terms of a regional strategy designed to globally improve the exporting potential of the countries in the region. When the veterinary services of Mali are made compliant, this will set a good example for other neighbouring exporting countries (ie Niger, Burkina Faso, Chad, and Mauritania). The implementation of this pilot project is advisable, but may need some fine-tuning. This could be achieved with the involvement of OIE's directorate, and may benefit from the available data of the PVS evaluation and GAP analysis.

As to Ethiopia, according to its VS the STDF 13 was not relevant. On the contrary, the Director of the VS categorically dismissed the pilot plan for Djibouti. On the other side, the Djiboutis view the outcome of the plan as very relevant to their needs, as also clearly expressed in the final workshop in Amman, June 2008. A recommendation pertaining to this obstacle is included further.

On the regional level, the outcome of the IGAD project proposal is relevant since the upgrading of the strengthening of the Djibouti VS and the upgrading of the quarantine, safeguarding official State veterinary supervision, is expected to assist in the promotion of exports from the region to the Middle and Near East. However, as clearly expressed in the Amman workshop, similar steps are needed in other quarantine stations in the Great Horn of Africa. Though Djibouti could serve as an example to other countries, early steps to strengthen the VS in all countries in the region are urgently needed.

3.2 EFFECTIVENESS

This section, too, may be broken into two sub questions, addressing the extent to which the objectives were achieved or are likely to be achieved and the examination of the factors influencing objective achievement or non-achievement?

3. *To what extent were the objectives achieved /are likely to be achieved? (Indicators of achievement should be used where applicable and refined on the basis of the specific project to be evaluated).*

The objectives of STDF 13 were (i) to assess the constraints for intra-regional and international trade of livestock, and animal commodities from two targeted zones of Africa (ECOWAS and IGAD) and (ii) to make proposals to enhance public and private sector capacity in meeting OIE international sanitary standards.

As can be seen in the first-phase report (November 2007), the constraints for intra-regional and international trade were appropriately visited and analyzed, both by means of the desk review as well as by the visits to both regions.

This applies to both regions. In the IGAD region, the constraints were prominent even during the very visit of the project team mission, when Ethiopian officials were engaged in tackling the aftermath of the Rift valley fever outbreak which resulted in a ban on Ethiopian animals by several Near and Middle Eastern countries. In the ECOWAS region, a clear discrepancy was observed between exporting countries, such as Mali, and importing countries in the Maghreb, concerning their perception of several infectious animal diseases. For example, FMD was not regarded as a serious animal disease, affecting exports, in Mali but was a cause for grave concern (and import restrictions) by their Maghreb counterparts.

The STDF 13 project achieved its target “to make proposals to enhance public and private sector capacity in meeting OIE international sanitary standards”. Such proposals are included in both pilot project documents, and both have clearly addressed the need to involve both public and private sectors and to enhance their capacity in meeting OIE international sanitary standards. Having said that, it obviously remains to see if capacity enhancement will indeed be achieved; this was not an objective of this project, being “a study”. It is the opinion of several of the interviewees, i.e. the International veterinarian (Specialist on sanitary aspects of trade with Arabic countries) and the Regional OIE representative for the Middle East, that OIE’s PVS evaluation and GAP analysis are the approach to be followed; they were not yet available when STDF 13 was drafted.

4. What were the major factors influencing the achievement or non-achievement of the objectives?

If the achievements of the STDF 13 project are to be rated, the export component of the Mali sub-project deserves to be highly rated. It included consent of Algeria to take into consideration the possibility of allowing introduction of small ruminants and camels from North Mali to Southern Algeria - under certain conditions. The conditions are plausible; Mali's willingness to act towards compliance is encouraging. This achievement could be attained thanks to the experience of the project team in African environment, their readiness to try the application of bypasses when the main road was blocked, and the recruitment of international veterinary authorities to assist in finding the solution. However, even here the constraint did not disappear; the failure in bringing together the CVO's of Algeria and Mali for the contemplated round table in Paris, May 2007, clearly demonstrated the kind of constraints encountered by the team.

As to "non achievements". This project encountered several difficulties from its onset.

- (i). In the beginning, the global animal health context of the avian influenza crisis brought about, as a consequence, the unavailability of skilled experts. This has delayed the beginning of the implementation of the study.
- (ii). During the implementation, the political constraints raised by the economical stakes of livestock trade, had their share. This was the case, for example, when the Mali VS refrained from participation in a round table with Algeria because political-level trade discussions were held at the same time, with the apparent exclusion of the VS. CVOs, who were the main interlocutors in STDF 13 are powerless compared to negotiations at presidential level.
- (iii). During the identification mission that took place in Ethiopia, the project team encountered many difficulties. Basically, at the precise moment of the mission, the VS had been literally "emptied" by different problems and reasons. It was evident that a pilot project could not make any valid demonstration in a so big and complex country as Ethiopia, with highly decentralized government system. At the same time, strengthening the Djibouti VS seemed to the team a way to promote and streamline export from Ethiopia. The small Djibouti seemed to the team easier for a pilot project; in addition, there was the possibility of creating a buffer zone around the quarantine, as well as possible progressive extension of disease control by progressive further zoning within Ethiopia and Somalia. This created bad feeling in Ethiopia, which anyway had an uncomfortable position vis-à-vis Djibouti transit harbor and the creation of a private quarantine in Djibouti that aimed to play a monopolistic role in the regional trade (and impose the prices). They suspected that the project team had privileged Djibouti. The team's claims that they perfectly understood the necessity for Ethiopia to have different export channels, and that it was ONLY a pilot project for the whole region, intended to develop further regional policy, did not seem to be accepted. As the evaluator has recently noticed from the Ethiopian CVO, the negative attitude vis-à-vis the plan to support Djibouti has not changed there.

3.3 EFFICIENCY

5. *Were the activities and outputs delivered according to the project document (e.g. on time and within the budget)?*

The start of the project was initially delayed, mainly due to the avian influenza epidemic which engaged many veterinary experts becoming unavailable for the STDF 13 project. This history has been described in chapter 1.2.

The activities, according to the project document, included the following main components:

- (i) A field review of current capacity in setting and implementing modernized Veterinary Services, with particular emphasis on public-private collaboration: these field studies were carried out according to plan; Mali was 3-17 December 2007; Ethiopia and Djibouti 27 January – 3 February 2008 (IBAR, Kenya, visited as well). There were difficulties in fulfilling plans of meetings in both regions, particularly in Ethiopia. According to the methodology of the project, as prepared by the FAO, during the field visits, “round tables” were supposed to be organized, with the chief veterinary officer (CVO) of the importing countries invited for one week in the exporting country at this stage, during which visits will be paid to critical points of the animal production chain, veterinary surveillance and control system diagnostic centres. These round tables could not be materialised in both regions. In Mali, because of on going high level political dialogue between the two countries (Mali and Algeria) that impeded the technical services of both countries to negotiate on a technical basis. In Ethiopia, because of a shift in the direction of VS. The new team was not sufficiently aware of STDF 13 file and could not obtain the political authorization to organize a negotiation meeting at international level. In addition, the Saudi CVO was not able to come in Ethiopia for this round table. A round table to include Mali-Algeria was organized during the General Session of the OIE, Paris, May 23, 2007 but Mali did not participate for similar reasons as stated above.
- (ii) A desk review to summarize new initiatives on the strengthening of Veterinary Services, including public-private partnership in the enforcement of sanitary standards: carried out after the field studies.
- (iii) On the basis of (i) and (ii) the preparation of draft regional strategies for strengthening public and private capacity to enhance export trade of livestock products, and protect health of domestic livestock resources, and public health: partly achieved, included in the FAO & OIE “first-phase report and proposals for the achievement of the activities of the project” which was presented to the STDF WG in November 2007, including the proposal for refocusing the project.
- (iv) Policy level workshops in each of the two regions, to discuss these strategies: these were carried out at a later stage than originally planned, following the 6-month extension of the project as agreed by the STDF WG in November 2007.
- (v) Preparation of country specific pilot projects including improvements and modernization of Veterinary Services and public-private partnerships in each of the two selected zones: prepared, discussed in the two regional workshops;
- (vi) Preparation of a toolkit for scaling up SPS animal standards implementation, including training modules etc. This issue was included in the final pilot project documents, referring to preferable, established toolkits such as OIE’s PVS and others.

All activities have been carried out within the prescribed budget.

6. What changes, if any, were made during project implementation?

On top of minor changes re timetable, the following significant changes were designed by the STDF 13 team in June 2007, in light of the experience gathered during the field studies. These proposals were included in the “first phase report”:

IGAD:

Taking into consideration the geographically enclosed situation of Ethiopia, the export of livestock by sea depends upon the reliable provision of veterinary certification at exit ports. In this context, it would be more realistic for STDF 13 to focus on the capacities of Djibouti (at this time the facility with the most advanced capacities in this field due to the creation of a private modern quarantine facilities in October 2006). Hence, STDF 13 proposed a pilot project supporting livestock exports via Djibouti as the basis for a sub-regional strategy to upgrade other ports, as Port Sudan, Berbera or Bosaso. This approach strategy presented the advantage of addressing the concerns of the Ethiopian Government about Djibouti’s private quarantine having a monopoly on livestock exports. On this basis, a further field mission was undertaken to focus on building sanitary and certification capacities of the Djibouti VS.

ECOWAS

To this point STDF 13 had identified short term needs to formalize and support the export of live small ruminants from northern breeding areas in Mali to southern Algeria. With the benefit of active support from the OIE Director General, Malian authorities expressed their interest to upgrade the VS in the northern pastoral part of Mali, in line with the Algerian requests. The project team proceeded to identify, in collaboration with Malian authorities, a pilot project for strengthening of VS with the goal of improving the sanitary status in pastoral areas where small ruminants are raised for export. This project could serve as a model to elaborate sub-regional strategies for strengthening VS. Both of these proposals were validated by the STDF 13 WG at its meeting in November 2007 and a 6 months extension of the implementation period was granted.

7. Was the project a cost-effective contribution to addressing the needs of the beneficiary?

Bearing in mind that STDF 13 was a STUDY and the economical and other aspects at stake, one can state that the project was addressing the needs of the beneficiaries in a cost-effectively manner. Obviously, the needs on the ground can be fully addressed only if/when the pilot project(s) is/are granted, to the recipients. Before submitting those projects for technical and financial support, it will be essential to involve the OIE in an effort to gap the differences among the players; in IGAD, they are inter-state; in Mali, they seem to be intrastate, on top of the need to maintain Algeria readiness for regionally-restricted animal movements.

3.4 IMPACT

8. To what extent did the project contribute to higher level objectives of the STDF program such as a measurable impact on market access, improved domestic, and where applicable regional, SPS situations, and/or poverty reductions?

Since STDF 13 was a STUDY, its potential contribution to higher level objectives of the STDF program is rather limited. At this stage, it may have improved, in the parties involved and on a regional basis, the level of understanding of the constraints for market access. Another possible impact may have been the increased involvement of the private sector in the process of international certification and SPS matters. This was reflected, for example, by the presence, in the Amman workshop, of private-sector parties which independently initiated their participation and took part in the discussions.

9. What real difference has the project made or is likely to have on the final beneficiaries?

The very discussions within the study have upgraded the level of awareness vis à vis sanitary constraints and international standards; the encounter with expectations of importing countries brings about recognition of the existence of different approaches concerning certain animal diseases.

In case pilot projects are approved, obviously this will bring about significant changes in the level of the VS compatibility with current OIE requirements and, probably, economic benefits.

It should be kept in mind that STDF 13 was launched on the eve of the inauguration of OIE's evaluation tool of the performance of veterinary services (PVS).

3.5 SUSTAINABILITY

10. To what extent will the benefits of the project continue after STDF funding ceased? Do the recipients of the project have the necessary capacity to sustain the results?

STDF 13 was, in fact, a STUDY project, anticipated to have as main output (i) documented regional strategies and tool kits, and (ii) the formulation of two pilot projects in the two selected countries, with the objective of strengthening VS and public-private partnerships to provide for more cost-effective sanitary control systems. Hence, the beneficiary countries may benefit from the project if further funding for the suggested pilot projects are to be forthcoming.

The study itself may have contributed to the stimulation of some local activity. In IGAD, Ethiopia has begun to upgrade its veterinary certification system through private quarantines, which will need to be closely monitored by official VS. So far, to the best knowledge of this evaluator, Ethiopia has not applied for an OIE PVS evaluation but hopefully this will take place in the not too far future. This is a major animal breeding country with vast interest in enhancing its exports, an interest which may entail a fair chance of investing efforts in the sustenance of attained achievements.

According to the project team, Djibouti and Mali do not have the technical and financial capacities, and probably the required political backing, to sustain the results of a pilot project without external assistance, at least for a considerable period. However, as suggested in the pilot plan for Djibouti, incomes from the quarantine facility may have positive impact upon sustainability. Typically, the responders to the questionnaire share some skepticism regarding the sustainability of the proposed project; this is indicative of the need for external support, at least during early phases of project performance.

On the other hand, responders to the IGAD questionnaire seemed more optimistic in relation to the Djibouti project. They also support an effort to improve Ethiopia's exporting facilities and animal identification.

11. What are the major factors which influenced sustainability of the project?

This project cannot claim sustainability at this stage. In case pilot projects are secured, their sustainability will have to be taken into consideration. Since a significant component of the STDF 13 project is the enhancement of export from the regions in concern, this very inclusion provides a positive push towards sustainability.

In case the pilot plan is successful, entailing export growth, during its initial, externally-supported stages, such an achievement may provide incentive for investments and sustainability over the long term.

Sustainability was not clearly requested in the study, and it was one of the main concerns of the team. Nevertheless, recommendations to the Regional Economic Communities (RECs), was made during the regional workshops and involvement of IBAR, the Director of which attending the Amman workshop, can be regarded as first steps to address sustainability.

12. Was sustainability adequately considered at the project design phase?

Sustainability is not included among the objectives or considerations of this project. This is explainable by the nature of the project as a study. However, sustainability will be essential component of the pilot projects, if and when applied.

4. CONCLUSIONS, KEY LESSONS AND RECOMMENDATIONS

4.1 CONCLUSIONS

STDF project 13 was a STUDY which addressed two separate regions in Africa, IGAD and ECOWAS, with the aim of assessing their respective animal-health related constraints for intra-regional and international trade of livestock. Both sub-projects underwent significant changes during the project's performance, which were particularly apparent in the IGAD region where the project refocused from Ethiopia to Djibouti. In spite of the changes and delays, both sub-projects have reached objectives. This is in particular apparent in the ECOWAS region, where Mali was the pilot country.

The difficulties encountered in Ethiopia could be partly attributed to regional and local political impediments; however, they could also partly be related to lack of sufficient, early coordination between the implementing agency and the local authorities as result of various reasons including time constraints. Another problem was the size and complex structure of Ethiopia, its decentralized administrative system and lack of seaport for animal exports.

The decision to refocus the Ethiopian sub-project to Djibouti under the described circumstances, seems to have been preferable to the other option namely discontinuation of the IGAD/Ethiopian subproject. The background can be found in the evaluation. Having said that, efforts should be paid to support alternative routes for Ethiopian exports. Animals for export should, preferably, be initially tested and inspected in their original exporting country. Re-inspections will take place underway.

The wide-scale implementation of OIE's PVS tool for the evaluation of the veterinary services provides objective criteria for the selection of counties as candidate to animal-health related projects. Such criterion could have avoided the Ethiopian experience.

The Mali sub-project included a component of zoning which may create the possibility of animal exports from Northern Mali to Southern Algeria, provided the required zoosanitary measures are applied. Zoning and compartmentalization are tools destined to facilitate exports from problem areas.

4.3 RECOMMENDATIONS

STDF projects in the field of animal health and veterinary public health should be preferably granted to countries which have undergone OIE's PVS evaluation.

Zoning and compartmentalization are to be considered as subjects deserving STDF support.

STDF is encouraged to consider projects in the field of animal health which will be applied in parts of countries, in particular large countries, if zoning is applicable or if the country is committed to apply zoning in line with OIE terrestrial Code's requirements.

Before considering a country as candidate for an STDF project, clear-cut commitment to follow the agreed program should be obtained from the candidate country, approved at the political level.

Export-related projects, including quarantines with the involvement of the private sector deserve to be encouraged in view of the possible higher prospects for sustainability. However, such projects should be approved only when the effective supervision of the VS is secured.

4.2 KEY LESSONS LEARNED

For study or pilot projects, related to animal health or veterinary public health, smaller countries rather than big ones seem to deserve consideration.

It is essential to obtain a preliminary sincere commitment from the selected countries before launching such studies or projects.

Before starting a new project, direct contact with the local authorities, accompanied by detailed explanation of the planned activities, are essential.

Launching a project under constraining time conditions is to be avoided.

Appendices

Appendix I

Persons consulted

Bernard Vallat, Director General, OIE

Sarah Kahn, Head, International Trade Department, OIE

Alex Thierman, Advisor and President of the Terrestrial Animal Health Code, OIE

Daniel Chaissemartin, Head of the Administration and Management Systems Department, OIE

Ghazi Yehya, OIE Regional representative for the Middle East

Hassan Aidaros, FAO/OIE expert,

Joseph Domenech, Chief Animal Health Service, FAO (retired)

Yvon LeBrun, Animal Health Expert, STDF 13 Coordinator

Berhe Gebreegziabher, Head, Animal and Plant Health Regulatory Department, Ethiopia

Eric Fermet-Quinet, Veterinary Consultant, STDF 13 technical team leader

Hani Hijazi, Managing Director, Hijazi and Ghosheh Co, Amman – Jordan (participated in the Amman workshop)

Appendix II

Financial Report (Aug 2009)

1. Introduction:

On behalf of OIE, the contracting agency, FAO implemented the project STDF 13. The study was carried out in the period September 2006 to June 2008.

This report covers the financial aspects of the implementation of STDF 13 study.

2. Methodology of STDF 13:

The OIE, through involvement of HQ was the Executing Agency. FAO AGAH Rome was the Implementing Agency.

The Coordinator of STDF 13 was **Dr. Yvon Le Brun** (FAO).

The study was performed with the aid of a team of international experts comprising:

- a technical team leader, veterinarian (**Dr Eric Fermet-Quinet**)
- a veterinarian, specialized in international veterinary certification (**Dr Lala Beehary**)
- an economist, specialized in trade in animal commodities (**Véronique Alary**).

This team was supported by local experts in each regional economic area:

- in the ECOWAS area: an economist specialised in livestock (**Papa N'diaye**)
- in the IGAD area: a veterinarian specialised in OIE standards (**Dr. Hassan Aidaros**) and a veterinarian, specialized in laboratory diagnosis and standards (**Dr Boubacar M. Seck**).

Case studies involving one country from each REC were selected for study in the following 4 phases, i.e.:

- I. Field review, including compilation of reference materials;
- II. Desk review, including the design of a regional strategy for each zone and the proposal of a pilot project for each case study;
- III. Validation of the proposed strategy and pilot project via the conduct of regional workshops in each REC;
- IV. Finalization of the two pilot projects.

3. Implementation of STDF 13

3.1. Field and desk review

3.1.1. *Field review*

- The implementation of the activities of STDF 13 started at the end of October 2006 with the conduct of a field review by the international team in Rome.

3.1.2. *Desk review:*

The team collected data from FAO HQ and CIRAD databases. A visit was also done in OIE HQs in Paris.

3.1.3. Timeframes for the field and desk reviews:

	Rome
Coordinator	Support throughout
International veterinarian Technical team leader,	27-30 October 2006
International veterinarian specialist in veterinary services	20 -30 October 2006
International economist on animal commodities	20 -30 October 2006

3.2. Field studies

3.2.1. *Field missions:*

	Mali	Ethiopia
Coordinator	support throughout	support throughout
International veterinarian Technical team leader	3 - 17 December 2006	21 January - 3 February 2007
International veterinarian specialist in veterinary services	3 - 17 December 2006	21 January - 3 February 2007
International economist on animal commodities	11 - 17 December 2006	21 - 27 January 2007
Regional livestock economist West Africa	11 - 17 December 2006	
Regional veterinarian East Africa		21 January 3 February 2007

3.2.2. *Meeting with IBAR and visit to Djibouti by the technical team leader in January 2007*

3.2.3. *Round tables in OIE, Paris in May 2007.*

3.2.4. *Second round of field missions.*

	Mali	Djibouti
Coordinator	support throughout	support throughout
International veterinarian Technical team leader	11 - 14 February 2008	6 - 16 December 2007
Laboratory expert		6 - 16 December 2007
International veterinarian Specialist on sanitary aspects of trade with Arabic countries		15-17 April 2008

3.3. Design of country pilot projects and regional strategies

3.4. Regional workshops

Two regional workshops were held to discuss the pilot projects and regional strategies.

3.4.1. ECOWAS area:

The regional workshop of the ECOWAS region was held in Bamako, Mali, 21-23 May 2008.

Participants included representatives of Mali, Niger, Chad, Morocco, Côte d'Ivoire, Tunisia, IBAR, OIE and the FAO.

3.4.2. IGAD area:

The workshop took place in Amman, Jordan, 27-30 June 2008. This workshop included representatives of the exporting countries of the Great Horn of Africa and of the importing countries of the Arabic Peninsula and the Middle East.

3.5. Finalization of the pilot projects and regional strategies

This activity was conducted by the STDF 13 technical team leader and coordinator.

3.6. Summary of implementation of STDF 13

	PLACE	DATE
Desk Review and field review	Rome, Paris, Montpellier	October 2006
Field Study	Mali	December 2006
	Ethiopia – Djibouti - Nairobi	January 2007
Round tables	Paris (for ECOWAS)	May 2007
	IGAD	not possible
Second field studies	Djibouti	December 2007 and April 2008
	Mali	February 2008
Design of pilot projects and regional strategies	Rome	March-April 2008
Regional workshop	ECOWAS: Bamako (Mali)	May 2008
	IGAD: Amman (Jordan)	June 2008
Finalization of pilot project and strategies	Rome	June 2008
Reporting	Rome	June 2008

4. Financial arrangements:

- One first letter of agreement (LOA) was signed between FAO and OIE on 01/12/2006, covering a first batch of activities to be implemented for an amount of 120 390 USD.
This was representing activities until April 2008.
- A second agreement was signed between FAO and OIE on 16 April 2008 covering a second and last batch of activities to be implemented for an amount of 184 610 USD.
This was representing activities until 30 June 2008.

5. Financial report

5.1. Activities implemented under the first LOA (120 390 USD) covered the following actions.

	PLACE	DATE
Desk Review and field review	Rome, Paris, Montpellier	October 2006
Field Study	Mali	December 2006
	Ethiopia – Djibouti - Nairobi	January 2007
Round tables	Paris (for ECOWAS)	May 2007
	IGAD	not possible
Second field studies	Djibouti	December 2007 and April 2008
	Mali	February 2008

In total, 120 091 USD have been disbursed.

5.2. Activities implemented under the second LOA (184 610 USD) covered the following actions.

	PLACE	DATE
Design of pilot projects and regional strategies	Rome	March-April 2008
Regional workshop	ECOWAS: Bamako (Mali)	May 2008
	IGAD: Amman (Jordan)	June 2008
Finalization of pilot project and strategies	Rome	June 2008
Reporting	Rome	June 2008
Design of pilot projects and regional strategies	Rome	March-April 2008
Regional workshop	ECOWAS: Bamako (Mali)	May 2008

In total, 146 218 USD have been disbursed.

6. Evaluator's comment

The remaining sum of 38 392 USD should preferably be utilized to cover the complementary activities of the OIE which are included under the recommendations chapter of the Ex-post evaluation report. These activities should address the fine tuning of regional strategies and provide mediation between Ethiopia and Djibouti to resolve the outstanding disagreement about the quarantine/port facility.

Annex 1: First LOA

ACTIVITY	Honorarium	Travel/per diem	Other	Total
First LOA				
Fermet-Quinet Team Leader 31 days during 20.10.06 - 28.2.07	10,416	12,815		23,231
Beehary International Veterinarian 38 days during 23.10.06 - 28.2.07	12,160	12,110		24,270
Alary, V - Commodity Economist 24 days (Consultant through CIRAD)	20,068			20,068
Field Disbursement to FAO Representative office, Mali to support mission costs within Mali (internal travel + local mission costs)			4,500	4,500
Dr. Dièye Regional Livestock Economist Western Africa (Mali) 10 days during 11-20.12.06	1,300	2,700		4,000
Field Disbursement to FAO Representative office, Ethiopia to support mission costs within Ethiopia (internal travel + local mission costs)			2,000	2,000
Dr. H. Aidaros Regional Veterinarian East Africa (Ethiopia) 14 days during 21.1 - 10.2.07	1,400	4,218		5,618
Paris Round Table 21-24 May 2007 - Travel/per diem Dr. Le Brun, Consultant		1,433		1,433
Paris Roundtable 21-24 May 2007 - Consultancy Team Leader Dr. Fermet-Quinet (Consultant 3 days)	1,008	1,100		2,108
Fermet-Quinet Team Leader 14 days December 2007 (Djibouti)	4,942	7,980		12,922
B, Seck - Consultant - Lab Expert - 7 days December 2007 (Djibouti)	1,400	3,334		4,734
Dr. E. Fermet-Quinet mission Mali + work at home (9 days) 11-19/2/08: (travel period Mali 11-15/2/08: ticket cost \$3699 + per diem/terminals \$1040)	2,824	4,739		7,563
Field Disbursement to FAO Representative office, Mali for workshop 12-14/2/08: contribution towards per diem for 3 participants from each of the 4 Regions in Mali			3,000	3,000
LE BRUN Consultant, round table organization and updating of the study	3,000			3,000
Dr. H. Aidaros, Djibouti 14-17/4/08; complementary mission (STDF-13)		1,644		1,644
			Total	
			LOA 1:	120,091

Annex 2: Second Agreement

ACTIVITY	Honorarium	Travel/per diem	Other	Total
<u>Experts fees</u>				
FERMET-QUINET Consultant 50 days + travels home/Amman/Bamako 5/5/-23/6 - STDF-13	21,186			21,186
FERMET-QUINET travel to Amman + Bamako		9,700		9,700
LE BRUN Consultant travel to Amman + Bamako		9,712		9,712
LE BRUN Consultant - workshop organisation : travel to Paris/ 28-30.5.08		1,794		1,794
AIDAROS - STDF13 WORKSHOP JORDAN			1,025	1,025
AIDAROS - Consultant Amman 27/6-1/7/08 STDF-13		2,500		2,500
BOURZAT, D Consultant STDF-13		7,067		7,067
ALLARY, V Consultant stdf-13	4,761			4,761
			Total	57,745
<u>Bamako workshop</u>				
AZIBERT, Mahamat Chad-Mali-Chad STDF-13 21-13/5/08		3,330		3,330
KABE, ZOUA DJOURBA Chad-Mali-Chad STDF-13 w/shop 21-23/5/08		3,330		3,330
FERCHIOU, S Tunis-Bamako-Tunis STDF-13 w/shop 21-23 May		2,922		2,922
MARRAKCHI, H TA Tunis-Bamako-Tunis STDF-13 w/shop 21-23 May		2,922		2,922
KAMILI, A Casablanca-Mali-Casablanca STDF-13 workshop 21-23/5/08		4,068		4,068
OULAI, J Abidjan-Bamako-Abidjan STDF-13 workshop 21-23 May		1,885		1,885
TOURE, S Abidjan-Bamako-Abidjan STDF-13 workshop 21-23 May		1,885		1,885
HASSANE, SAMBO AMADOU Niamey-Bamako--Niamey STDF-13 w/shop 21-23 May		1,972		1,972
SEYNII Aboubacar Niamey-Bamako-Niamey STDF-13 workshop 21-23 May		1,972		1,972
FDR for local expenses of FAO-BAMAKO STDF-13 WORKSHOP			5,049	5,049
			Total	29,335

ACTIVITY	Honorarium	Travel/per diem	Other	Total
<u>Amman workshop</u>				
FDR for local expenses STDF-13 Amman, Jordan w/shop			7,852	7,852
ALI JAMA FARAH - STDF13 WORKSHOP JORDAN	3,213			3,213
GHAOUCHE - STDF13 WORKSHOP JORDAN	1,320			1,320
NAMOUR, ZIAD - STDF13 WORKSHOP JORDAN	0,993			0,993
BAHAFZALLAH - STDF13 WORKSHOP JORDAN	1,490			1,490
YEHIA, GHAZI - STDF13 WORKSHOP JORDAN	0,993			0,993
KECHRID - STDF13 WORKSHOP JORDAN	1,958			1,958
AMANFU - STDF13 WORKSHOP JORDAN	3,592			3,592
AL HAJARI - STDF13 WORKSHOP JORDAN	1,407			1,407
BOUZGHAIA - STDF13 WORKSHOP JORDAN	0,859			0,859
BOUZGHAIA - STDF13 WORKSHOP JORDAN	0,500			0,500
EL SAWALHY - STDF13 WORKSHOP JORDAN	2,838			2,838
EL HALWAGY - STDF 13 WORKSHOP JORDAN	1,551			1,551
AL SHAMMARI - STDF 13 WORKSHOP JORDAN	1,447			1,447
MOUSSA CHEIK - STDF13 WORKSHOP JORDAN	2,462			2,462
RADWAN IBRAHIM - STDF13 WORKSHOP JORDAN	1,551			1,551
MONIEM ABDO BAYAUMI - STDF13 WORKSHOP JORDAN	1,589			1,589
AL FAYEZ - STDF13 WORKSHOP JORDAN	0,993			0,993
ASSEGID - STDF13 WORKSHOP JORDAN	2,053			2,053
GEBREEGZIABHER - STDF WORKSHOP JORDAN	2,053			2,053
SOLOMON - STDF13 WORKSHOP JORDAN	2,053			2,053
			Total	42,767

ACTIVITY	Honorary	Travel/per diem	Other	Total
Publishing				
Translation Pilate project Mali			8,466	8,466
Translation Pilot project Djibouti			7,905	7,905
			Total	16,371
			Total	
			LOA 2:	146,218

Appendix III

Survey Means, Methods & Findings

Questionnaires were distributed by e-mail in December 2009 to the regional participants of the two workshops, namely the ECOWA workshop, held in Bamako, 21-23 May 2008 and the IGAD workshop, held in Amman, 28-30 June 2008. Both questionnaires encompassed 20 questions, with several minor differences between the questions intended for each region, taking into account the difference between their respective projects, objectives and involvements; however, most questions were similar. In the ECOWA region, the questionnaire, in French, was sent to 13 participants from 6 countries. In the IGAD region, the questionnaire, in English, was sent to 26 participants from 11 countries.

Part 1 was similar for IGAD and ECOWAS participants; Part 2 had different versions for each region.

STDF-13 Questionnaire: IGAD/ECOWAS

Part 1 – About You

1.1	Your name¹	Family: _____ First Name: _____
1.2	business address	
1.3	Present position	
1.4	E-mail	
1.5	Telephone	()-____- _____
1.6	Fax	()-____- _____
1.7	Mobile	()-____- _____
1.8	Have you participated in the STDF 13 workshop in Amman, Jordan, 28-30 June 2008?	1. Yes 2. No

¹Your name will be kept in strictest confidence and will not be mentioned in the evaluation.

Part 2 – Questionnaire

We would like to get your opinion on STDF 13. Please state your position on the items in the table on the next page, by circling the appropriate number for every question (If you "agree strongly" circle 1, etc'.) If a question is irrelevant to you (e.g. you have not participated in the Amman regional workshop) – circle 5 ("Don't know") in the questions 6, 7 & 8 (this stands for "not relevant"). Please note that some of the items are worded in positive and some in negative term.

Version for ECOWAS participants (circulated in French)

	IN YOUR OPINION:	Strongly agree	Somewhat Agree	Disagree	Strongly disagree	Don't Know
1	STDF 13 provided useful information which will enhance regional trade in live ruminants.	1	2	3	4	5
2	The decision to focus at this stage only on exports from northern Mali is fully justified and will lead to sustainable results.	1	2	3	4	5
3	Given the political situation, STDF-13 provided results that will be useful to ECOWAS countries	1	2	3	4	5
4	The STDF-13 workshop, held in Bamako in May 2008, included an adequately selected list of participants, covering all relevant sectors and stakeholders.	1	2	3	4	5
5	The objectives and methodology of the proposed "pilot project" to strengthen the veterinary services in Northern Mali and enhance exports to southern Algeria are easy to understand	1	2	3	4	5
6	The Bamako workshop fulfilled my expectations and achieved sustainable results.	1	2	3	4	5
7	The Bamako workshop was well-organized	1	2	3	4	5
8	The "pilot project" has a good chance to help the strengthening of Mali's exports of live small ruminants to Algeria and other potential markets	1	2	3	4	5
9	The "pilot project" is in line with the zoning concept as described in the OIE Terrestrial Animal Health Code.	1	2	3	4	5
10	Implementation of the "pilot project" in northern Mali will serve as an example for other ECOWAS countries.	1	2	3	4	5
11	The "pilot project" in northern Mali can be incorporated in the projects which are outlined by Mali's OIE/PVS evaluation and the subsequent GAP Analysis.	1	2	3	4	5
12	The most important impact of STDF-13 is for the region rather than for an individual country.	1	2	3	4	5
13	Meat processing facilities in ECOWAS should obtain at least the same level of support as the system for the export of live ruminants.	1	2	3	4	5
14	Countries in which there is no local susceptible livestock population, should not apply restrictive health conditions for livestock imports or transit	1	2	3	4	5
15	STDF 13 adequately addressed the issue of partnerships between public and private sectors	1	2	3	4	5
16	STDF-13 adequately addressed the aspects of Veterinary Public Health	1	2	3	4	5
17	Do you agree that the first steps for countries wishing to facilitate access to export markets should be the conduct of an OIE PVS evaluation?	1	2	3	4	5
18	The lessons learned from STDF-13 are useful for better application of PVS and GAP analysis in ECOWAS exporting countries.	1	2	3	4	5
19	The role of STDF should be that of a facilitator helping to analyze problems, propose solutions and facilitate contacts, without forcing decisions and actions	1	2	3	4	5
20	Future STDF projects to improve animal health and/or facilitate animal exports should be planned and implemented in tandem with application of the OIE PVS tool.	1	2	3	4	5

Version for IGAD participants

	IN YOUR OPINION:	Strongly agree	Somewhat Agree	Disagree	Strongly disagree	Don't Know
1	STDF 13 provided useful information which will enhance regional trade in live ruminants.	1	2	3	4	5
2	The decision to refocus from Ethiopia to Djibouti was fully justified in the circumstances	1	2	3	4	5
3	Given the political situation, STDF-13 provided results that will be useful to IGAD countries	1	2	3	4	5
4	The STDF 13 workshop, held in Amman in June 2008, included an adequately selected list of participants, covering the relevant sectors and stakeholders.	1	2	3	4	5
5	The objectives and methodology of the proposed "pilot project" to strengthen the Djibouti veterinary services and support its quarantine station for export from IGAD countries are easy to understand.	1	2	3	4	5
6	The Amman workshop fulfilled my expectations and achieved sustainable results.	1	2	3	4	5
7	The Amman workshop was well-organized.	1	2	3	4	5
8	The "pilot project", as presented during the Amman workshop, was generally supported with the exception of Ethiopia.	1	2	3	4	5
9	Strengthening the Djibouti veterinary services will help to facilitate regional trade in live ruminants.	1	2	3	4	5
10	Strengthening the Djibouti veterinary services will still require the identification of large ruminants in their countries and herds of origin.	1	2	3	4	5
11	Strengthening the Djibouti veterinary services should be regarded a pilot project to be followed by similar steps in other IGAD countries.	1	2	3	4	5
12	Implementation of the "pilot project" will still require the pre-export veterinary inspection of animals before transit to Djibouti.	1	2	3	4	5
13	Prioritizing of the Djibouti private quarantine station for the pilot project, above other regional facilities, is justified for practical reasons.	1	2	3	4	5
14	Upgrading of other quarantine facilities in the region should be addressed as soon as possible.	1	2	3	4	5
15	Meat processing facilities in IGAD should obtain at least the same level of support as the system for the export of live ruminants.	1	2	3	4	5
16	Countries in which there is no local susceptible livestock population, should not apply restrictive health conditions for livestock imports or transit	1	2	3	4	5
17	STDF 13 adequately addressed the issue of partnerships between public and private sectors	1	2	3	4	5
18	STDF-13 adequately addressed the aspects of Veterinary Public Health	1	2	3	4	5
19	Do you agree that the first steps for countries wishing to facilitate access to export markets should be the conduct of an OIE PVS evaluation?	1	2	3	4	5
20	The role of STDF should be that of a facilitator helping to analyze problems, propose solutions and facilitate contacts, without forcing decisions and actions	1	2	3	4	5

Survey Findings

In the ECOWAS region, the questionnaire was e-mailed to 13 participants of the Bamako WS, from 7 countries; 6 responses were obtained. Taking into consideration that one e-mail was undeliverable, this was a very satisfactory response.

In the IGAD region, the questionnaire was sent to 26 participants of the Amman WS, from 11 countries; 6 e-mails were undeliverable, 4 responses were obtained. This response rate, less favorable than the one experienced in the ECOWAS region, will be discussed.

The following tables display the participation in the two workshops according to country and sector (government, private sector, international organizations) and the number of responders in each of them.

Response rate

Table 1: Bamako workshop

	SECTOR						COUNTRY TOTAL	
	Govern		Private sector		International Org.		Part.	Resp.
Country	Part.	Resp.	Part.	Resp.	Part.	Resp.		
Cote D'ivoire	2	0					2	0
Mali	2	1			3	3	5	4
Morocco	1	1					1	1
Niger	2	0					2	0
Tchad			1	0			1	0
Tunisia	1	0	1	1			2	1
Total	8	2	1	1	3	3	13	6

NOTE: **Part** = No. of Participants; **Resp** = No. of Responses

Table 2: Amman workshop

	SECTOR						COUNTRY TOTAL	
	Govern		Private sector		International Org.		Part.	Resp.
Country	Part.	Resp.	Part.	Resp.	Part.	Resp.		
Djibouti	1	1	3	0			4	1
Egypt	1	0					1	0
Ethiopia	2	0*					2	0*
Jordan	5	0	3	0**			8	0*
Kenya					1	1	1	1
Kuwait	1	0					1	0
Lebanon	1	0					1	0
Saudi Arabia	2	1	2	0			4	1
Sudan	1	1					1	1
Syria	1	0	1	0			2	0
UAE			1	0			1	0
Total	15	3	10	0	1	1	26	4

*Correspondence with the Ethiopian CVO is available.

** Minutes of a phone interview with one of the Jordanian private-sector participants is available.

Remarks

The response rate of the Bamako WS participants was 47% (6 out of the 13 addressees; e-mails were deliverable to 12). It can be assumed that those invited from countries which were not directly involved in the project (Niger, Tchad and Cote D'Ivoire) had a lesser incentive to respond than those from involved countries, namely the Maghreb countries and, in particular, Mali. Out of the 8 participants from Mali, Morocco and Tunisia combined, 6 (75%) responded. The full response from those engaged by international agencies (3/3) was remarkable. Since Algeria, unfortunately, did not participate in the Bamako WS, it was not included in the survey.

A less satisfactory response was seen among the participants of the IGAD WS in Amman. Out of 26 participants from 11 countries, to whom the e-mail is supposed to have been delivered to 20, 4 responded. Out of the 4 responders, 3 were received from governmental representatives from 3 IGAD countries closely engaged in the regional trade in live animals, namely Djibouti, Sudan and Saudi Arabia. The 4th responder was the sole participant from an international agency closely engaged in the regional activities (IBAR-EU). A similar good response from representatives of international agencies was seen in the ECOWAS survey. Remarkably, not a single response was received from the participants from the private sector. In order to try overcome this lacuna, the evaluator paid effort to contact someone from the said sector; one telephone interview was conducted; its minutes are available. A proportionally large number of participants in the Amman meeting (8) were Jordanians. It may be assumed that this interest was partly due to the venue of the event; Jordan does not import animals from IGAD countries, hence it should not surprise that no responses were received from these participants.

While Djibouti's response was received, the eventual absence of a response from Ethiopia's participants is deplorable, in particular since Ethiopia was the original and initially major country upon which STDF 13 was meant to be focused. The absence of Ethiopia's response must be seen in light of its authorities' current attitude to STDF 13, in response to the refocusing of the project to Djibouti. A recent correspondence with Ethiopia's Chief Veterinary Officer, starting in November 2009, is available to furnish the missing information on several of the issues covered in the questionnaire.

Survey findings of the two questionnaires are presented in tables 3 and 4.

Survey Results

Table 3-a: ECOWAS region: replies to questionnaire from participants in the Bamako workshop

Question		No reply	Strongly disagree	disagree	No opinion	Slightly agree	Agree	Total n & % agreed
1. STDF 13 provided useful information which will enhance regional trade in live ruminants.	Count	1	1			3	1	6
	% within ECOWAS	16.7%	16.7%			50%	16.7%	66.7%
2. The decision to focus at this stage only on exports from northern Mali is fully justified and will lead to sustainable results.	Count		2	1		1	2	6
	% within ECOWAS		33.3%	16.7%		16.7%	33.3%	50%
3. Given the political situation, STDF-13 provided results that will be useful to ECOWAS countries	Count		1			4	1	6
	% within ECOWAS		16.7%			66.7%	16.7%	83.3%
4. The STDF-13 workshop, held in Bamako in May 2008, included an adequately selected list of participants, covering all relevant sectors and stakeholders	Count					3	3	6
	% within ECOWAS					50%	50%	100%
5. The objectives and methodology of the proposed "pilot project" to strengthen the veterinary services in Northern Mali and enhance exports to southern Algeria are easy to understand	Count					4	2	6
	% within ECOWAS					66.7%	33.3%	100%
6. The Bamako workshop fulfilled my expectations and achieved sustainable results.	Count			2		1	3	6
	% within ECOWAS			33.3%		16.7%	50%	66.7%
7. The Bamako workshop was well-organized	Count			1		1	4	6
	% within ECOWAS			16.7%		16.7%	66.7%	83.3%
8. The "pilot project" has a good chance to help the strengthening of Mali's exports of live small ruminants to Algeria and other potential markets	Count		1	2		1	2	6
	% within ECOWAS		16.7%	33.3%		16.7%	33.3%	50%
9. The "pilot project" is in line with the zoning concept as described in the OIE Terrestrial Animal Health Code.	Count		1	1		3	1	6
	% within ECOWAS		16.7%	16.7%		50%	16.7%	66.7%
10. Implementation of the "pilot project" in northern Mali will serve as an example for other ECOWAS countries.	Count		1	1		3	1	6
	% within ECOWAS		16.7%	16.7%		50%	16.7%	66.7%
11. The "pilot project" in northern Mali can be incorporated in the projects which are outlined by Mali's OIE/PVS evaluation and the subsequent GAP Analysis	Count				2	3	1	6
	% within ECOWAS				33.3%	50%	16.7%	66.7%

(cont.)

Question		No reply	Strongly disagree	disagree	No opinion	Slightly agree	Agree	Total n & % agreed
12. The most important impact of STDP-13 is for the region rather than for an individual country.	Count		1			2	3	6
	% within ECOWAS		16.7%			33.3%	50%	83.3%
13. Meat processing facilities in ECOWAS should obtain at least the same level of support as the system for the export of live ruminants.	Count			1			5	6
	% within ECOWAS			16.7%			83.3%	83.3%
14. Countries in which there is no local susceptible livestock population, should not apply restrictive health conditions for livestock imports or transit	Count		2	2		1	1	6
	% within ECOWAS		33.3%	33.3%		16.7%	16.7%	33.3%
15. STDF 13 adequately addressed the issue of partnerships between public and private sectors	Count			1		2	3	6
	% within ECOWAS			16.7%		33.3%	50%	83.3%
16. STDF-13 adequately addressed the aspects of Veterinary Public Health	Count			1	1	3	1	6
	% within ECOWAS			16.7%	16.7%	50%	16.7%	66.7%
17. Do you agree that the first steps for countries wishing to facilitate access to export markets should be the conduct of an OIE PVS evaluation?	Count		1			1	4	6
	% within ECOWAS		16.7%			16.7%	66.7%	83.3%
18. The lessons learned from STDF-13 are useful for better application of PVS and GAP analysis in ECOWAS exporting countries.	Count		1			3	2	6
	% within ECOWAS		16.7%			50%	33.3%	83.3%
19. The role of STDF should be that of a facilitator helping to analyze problems, propose solutions and facilitate contacts, without forcing decisions and actions	Count		1	1		2	2	6
	% within ECOWAS		16.7%	16.7%		33.3%	33.3%	66.7%
20. Future STDF projects to improve animal health and/or facilitate animal exports should be planned and implemented in tandem with application of the OIE PVS tool.	Count			1	1	1	3	6
	% within ECOWAS			16.7%	16.7%	16.7%	50%	66.7%

Table 3-b: IGAD region: replies to questionnaire from participants in the Amman workshop

Question		No reply	Strongly disagree	disagree	No opinion	Slightly agree	Agree	Total n & % agreed
1. STDF 13 provided useful information which will enhance regional trade in live ruminants	Count				1	2	1	4
	% within IGAD				25%	50%	25%	75%
2. The decision to refocus the study from Ethiopia to Djibouti was justified in the circumstances	Count				1	1	2	4
	% within IGAD				25%	25%	50%	75%
3. Given the political situation, STDF-13 provided results that will be useful to IGAD countries.	Count					3	1	4
	% within IGAD					75%	25%	100%
4. The STDF 13 workshop, held in Amman in June 2008, included adequately selected list of participants, covering the relevant sectors and stakeholders.	Count					1	3	4
	% within IGAD					25%	75%	100%
5. The objectives and methodology of the proposed "pilot project" to strengthen the Djibouti veterinary services and support its quarantine station for export from IGAD countries are easy to understand.	Count					2	2	4
	% within IGAD					50%	50%	100%
6. The Amman workshop fulfilled my expectations and achieved sustainable results.	Count	1				2	1	4
	% within IGAD	25%				50%	25%	75%
7. IGAD The Amman workshop was well-organized	Count	1		2			1	4
	% within IGAD	25%		50%			25%	25%
8. IGAD The "pilot project", as presented during the Amman workshop, was generally supported with the exception of Ethiopia.	Count					2	2	4
	% within IGAD					50%	50%	100%
9. IGAD Strengthening the Djibouti veterinary services will help to facilitate regional trade in live ruminants	Count			1		1	2	4
	% within IGAD			25%		25%	50%	75%
10. IGAD Strengthening the Djibouti veterinary services will still require the identification of large ruminants in their countries and herds of origin, using recognized methodology	Count			1			3	4
	% within IGAD			25%			75%	75%

(Cont.)

(Cont.)

Question		No reply	Strongly disagree	disagree	No opinion	Slightly agree	Agree	Total n & % agreed
11. IGAD Strengthening the Djibouti veterinary services should be regarded a pilot project to be followed by similar steps in other IGAD countries.	Count					2	2	4
	% within IGAD					50%	50%	100%
12. IGAD Implementation of the proposed "pilot project" will still require the pre-export veterinary inspection of animals before transit to Djibouti.	Count					2	2	4
	% within IGAD					50%	50%	100%
13. IGAD Prioritizing the Djibouti private quarantine station for the pilot project, above other regional facilities, is justified for practical reasons.	Count				1	2	1	4
	% within IGAD				25%	50%	25%	75%
14. IGAD Upgrading of other quarantine facilities in the region should be addressed as soon as possible	Count				1		3	4
	% within IGAD				25%		75%	75%
15. IGAD Meat processing facilities in IGAD should obtain at least the same level of support from governments and donors as the system for the export of live ruminants	Count					2	2	4
	% within IGAD					50%	50%	100%
16. IGAD Non-IGAD countries with no local susceptible livestock populations should not apply restrictive health conditions for livestock importation or transit.	Count		2		1	1		4
	% within IGAD		50%		25%	25%		25%
17. IGAD The STDF 13 study adequately addressed the issue of partnerships between public and private sectors	Count			1		2	1	4
	% within IGAD			25%		50%	25%	75%
18. IGAD The STDF-13 study adequately addressed veterinary public health as relevant to the project.	Count			2		1	1	4
	% within IGAD			50%		25%	25%	50%
19. IGAD The first steps for countries wishing to facilitate access to export markets should be the conduct of an OIE PVS evaluation.	Count					2	2	4
	% within IGAD					50%	50%	100%
20. IGAD The role of the STDF should be that of a facilitator helping to analyze problems, propose solutions and facilitate contacts, without forcing decisions and actions	Count					1	3	4
	% within IGAD					25%	75%	100%

Commentary

In the ECOWAS survey, 2 questions, Q4 and Q5, obtained the highest (positive) score, 100%; combined with Q7 (83.3%), this underlined the successful organization of the Bamako WS as seen by participants. However, the sustainability of the meeting's outcome, and the odds of the proposed (and agreed!) pilot project to strengthen Mali's exports of live animals to the Maghreb, obtained a lower score (Q2, Q6, Q8, Q9, Q10, Q11) though not less than 50%. It may be assumed that this is partly due to the reservation of some participants from the selection of one single part of Mali as subject to future support, in other words excluding the rest of the country. The suggestion, underlined in the pilot proposal, to support meat processing to at least the same level as export of live animals (Q13) was supported by 5 of the 6 responders. Similarly, the need for OIE's PVS and GAP analysis (Q17, Q18).

One question – Q14 – obtained the lowest score (33%); the question was: 'Countries in which there is no local susceptible livestock population, should not apply restrictive health conditions for livestock imports or transit'. A similar response to this issue was obtained in the IGAD survey (Q16). Within the available timeframe it has not been possible to try analyze this somewhat surprising attitude, but it may be assumed that the background to the response was hunch that livestock in developing countries be regarded not susceptible a-priori, with consequent pressures to lenient approach re import requirements.

In the IGAD survey, 9 questions obtained the highest (positive) score, 100%. Generally, these supported the principles included in the pilot project as presented in the Amman WS, benefitting other IGAD countries as well (Q3, Q5, Q8, Q11). The development and enhancement of meat processing facilities (Q15) was supported, similarly to the attitude of ECOWAS responders. The need and benefits of OIE's PVS evaluations were also similarly supported (Q19). Responders also supported the statement that the role of the STDF should be that of a facilitator helping to analyze problems, propose solutions and facilitate contacts, without forcing decisions and actions (Q20); this issue had a lesser support in the ECOWAS survey.

While accepting the proposed pilot project, as discussed during the Amman WS, including the need to support Djibouti's veterinary services, participants did not regard the Amman meeting as well organized – again, in difference with the Bamako WS participants. Both ECOWAS and IGAD responders did not view the STDF-13 study as adequately addressing veterinary public health as relevant to the project.

A significant point in the IGAD review is the support given to the statement (Q10) that strengthening the Djibouti veterinary services will still require the identification of large ruminants in their countries and herds of origin, using recognized methodology.

In two issues – the rating of the regional workshops (Bamako and Amman) and the expected impact of the STDF-13 study upon the regional trade, the responders in the two regions had rather conflicting views. This is demonstrated graphically in the following two figures.

Fig 1: Mean Scores of the two selected variables, namely the rating of the Regional Workshop and the impact of the Study upon regional trade are shown for each of the two regional groups (Workshops).

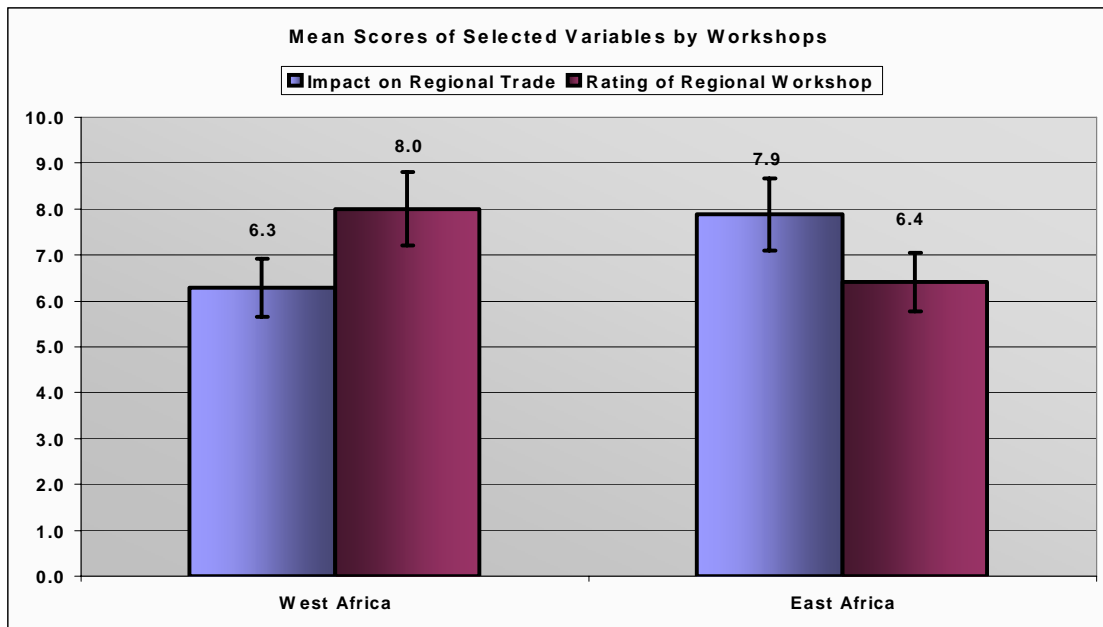


Fig 2: Comparison between ECOWAS & IGAD groups for each of the above two variables..

