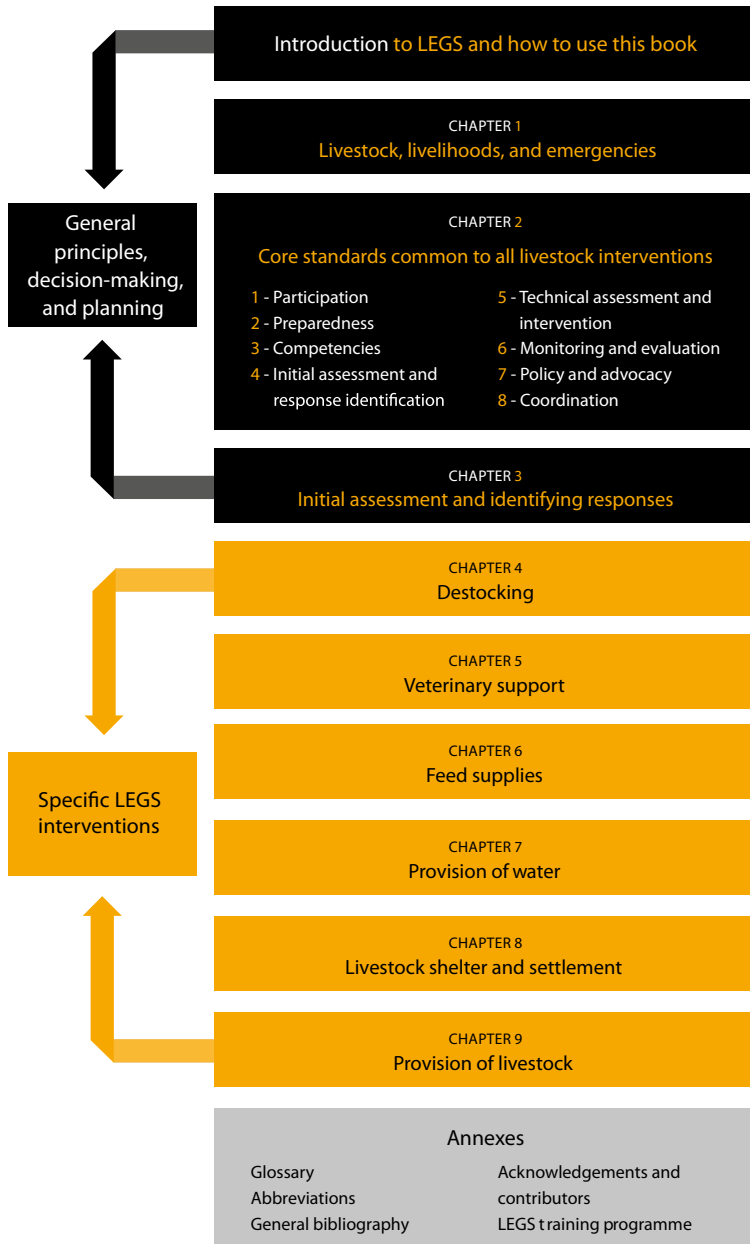


Livestock Emergency  
Guidelines and Standards  
(LEGS)  
Second edition

# LEGS Handbook Structure



**Livestock Emergency  
Guidelines and Standards  
(LEGS)  
Second edition**



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## Praise for this book

‘Easier to use, expanded response options and more case studies: this second edition of LEGS has surpassed the very high standards set by the first edition. It continues to be the benchmark for best practice in emergency livestock programming.’

*Neil Marsland, Senior Technical Officer, Emergency Operations and Rehabilitation, FAO, Rome*

‘LEGS is an essential part of the toolkit for humanitarians who come in contact with animals through their work. We use LEGS in our disaster assessment work and for training governments in appropriate responses to livestock emergencies. Well thought-through and practical by nature, we endorse these guidelines and standards.’

*James Sawyer, Director of Disaster Management, World Animal Protection*

‘This new edition of the Livestock Emergency Guidelines and Standards, which builds on the 2009 edition and practitioner experience of using it, is an important resource not just for livestock specialists but for everyone engaged in improving the quality of humanitarian interventions. Crucially, the revised book continues to situate livestock support interventions within a wider livelihoods perspective and framework.’

*Sara Pantuliano, Director, Humanitarian Policy Group, ODI, London*

‘I welcome the second edition of LEGS, a practical expression of the core principle of building local capacities to ensure appropriate livestock interventions during times of crisis. Grounded in a commitment to preparedness in order to maintain the coping capacities of livestock keepers the application of the LEGS standards can reduce costs of emergency response in other life-saving sectors. I strongly recommend LEGS for both development and humanitarian actors working in areas where livestock is the main livelihood.’

*Joanne O'Flanagan, Humanitarian Programme Coordinator, Trócaire, Ireland*



# **Introduction to LEGS and how to use this book**

## What is LEGS?

*Livestock Emergency Guidelines and Standards* (LEGS) is a set of international guidelines and standards for designing, implementing, and evaluating livestock interventions to help people affected by humanitarian crises. LEGS is based on three livelihoods objectives: to provide rapid assistance, to protect livestock assets, and to rebuild the livestock assets of crisis-affected communities. LEGS supports the saving of both lives and livelihoods through two key strategies:

- LEGS helps identify the most appropriate livestock interventions during emergencies.
- LEGS provides Standards, Key actions, and Guidance notes for these interventions based on good practice.

## Origins of LEGS and the second edition

The LEGS process grew out of the recognition that livestock are a crucial livelihood asset for people throughout the world – many of whom are poor and vulnerable to both natural and human-induced disasters – and that livestock support is an important component of emergency aid programmes.

The publication of the first edition of LEGS in 2009 responded to the need to help donors, programme managers, technical experts, and others to design and implement livestock interventions in emergencies. At the same time, LEGS recognized the need to plan for climatic trends affecting communities that rely heavily on livestock. The first edition drew on multi-agency contributions, on wide-ranging reviews, and on collations of practitioner experiences of using evidence-based good practice. This second edition builds on the first edition by incorporating new experiences and evidence obtained since 2009 as well as user feedback provided as a result of a broad consultation process. The LEGS Handbook has also been redesigned to make it easier to use.

## Who should use LEGS?

LEGS can be used by anyone who is involved in livestock-related projects in emergencies. In particular:



- LEGS is aimed at people who provide emergency assistance in areas where livestock make an important contribution to human livelihoods; that is, aid organizations, bi- and multilateral agencies, and governments.
- LEGS is also relevant to policy and decision-makers in donor and government agencies whose funding and implementation decisions affect emergency response.
- A third audience for LEGS includes educational institutions and community-based organizations.

## The scope and approach of LEGS

LEGS focuses on the areas where emergencies, livelihoods, and livestock overlap, emphasizing the need to protect livestock during emergencies as well as to help with rebuilding livestock assets afterwards. LEGS covers all types of livestock, from small species such as chickens to large animals such as cattle or camels, including animals used for transport or draught power. Because livestock are important in many different parts of the world and in many different environments, LEGS covers rural communities (farmers and pastoralists) as well as peri-urban and urban livestock keepers. LEGS also provides guidance on livestock kept by displaced people, including those living in camps.<sup>1</sup>

LEGS is structured around livelihoods objectives, underpinned by a rights-based approach, notably the *right to food* and the *right to a standard of living*, in line with the Sphere minimum standards (Sphere, 2011). The LEGS livelihoods perspective also means that the guidelines are concerned not only with immediate emergency response but also with recovery-phase activities and links to long-term development (*Box 1.1*). Preparedness is a significant aspect of emergency response in LEGS, as is the importance of preserving livelihood assets to protect future livelihoods and to save lives.

**Box 1.1****The challenges of livelihoods-based thinking in emergencies**

Taking a livelihoods perspective in emergency response highlights the need to develop close links between relief and development; for example, through emergency preparedness and post-emergency rehabilitation. Some donors and NGOs are moving towards more holistic programming, and new approaches are evolving. Examples are large-scale social protection systems for pastoralists, and insurance schemes to protect farmers and livestock keepers from weather hazards. By harmonizing relief and development programming, development professionals can help their clients become more resilient to disasters.

LEGS's key focus is to improve the quality of humanitarian interventions. However, the vulnerability of livestock keepers to disaster is determined by a range of socio-economic, political, environmental, and demographic factors, and humanitarian work cannot ignore these issues nor the need to link itself with development and with long-term policy changes to reduce vulnerability. Humanitarian work must also take account of the future possible impacts of climate change on livestock keepers, including increased risks of disasters.

While many of these issues are the subject of continued debate, the LEGS livelihoods approach can help to link relief with development; see, for example, the 'LEGS and resilience' discussion paper in the Resources section of the LEGS website: <<http://www.livestock-emergency.net/wp-content/uploads/2012/01/LEGS-and-Resilience-Discussion-Paper-final2.pdf>>.

While acknowledging that evaluation and impact assessments of emergency livestock projects have been limited (and the same is true of humanitarian projects in general), LEGS follows an evidence-based approach to setting standards and guidelines. Since the publication of the first edition of LEGS, new response options have been reviewed. Cash transfers and vouchers in particular have been recognized as a useful livelihoods-based approach during emergencies (see <[www.cashlearning.org/](http://www.cashlearning.org/)>). Cash and voucher programming options relating to livestock support are therefore described in *Chapter 3 (Initial assessment and identifying responses)* and in the relevant technical chapters (4–9).

Other response options are also evolving for which more information is needed if we are to understand their impacts on more vulnerable households

and the contexts in which such approaches can be used or scaled up. As they are still under evaluation and as there is not enough of an evidence base for them as yet, such options have not been included in this edition of LEGS.

## Links to other standards and guidelines

LEGS provides standards and guidelines for good practice and assistance in decision-making. It is not intended to be a detailed manual for the implementation of livestock interventions during emergencies. That sort of hands-on guidance is covered by other sources listed in the references at the end of each chapter. In particular, the United Nations Food and Agriculture Organization (FAO) has published a practical manual for livestock interventions in emergencies that is designed to complement LEGS (FAO, 2015).

### LEGS and Sphere

The process by which LEGS has developed mirrors that of the *Humanitarian Charter and Minimum Standards in Humanitarian Response* – the Sphere Handbook (Sphere Project, 2011). The content and layout of LEGS are designed to complement the Sphere Handbook, thus ensuring crucial links between protecting and rebuilding livestock assets and other areas of humanitarian response. In 2011, LEGS was designated as a companion to Sphere. Other companion standards include the following:

- *Minimum Standards for Education: Preparedness, Response, Recovery* (INEE, 2010)
- *Minimum Economic Recovery Standards* (SEEP, 2010)
- *Minimum Standards for Child Protection in Humanitarian Action* (CPWG, 2012).

### National guidelines

In some countries, national guidelines for emergency livestock responses already exist, and LEGS aims to complement these guidelines. LEGS can also be used to guide the development of new national guidelines.

### Preventing and controlling outbreaks of epidemic livestock diseases

LEGS does not address the prevention or control of transboundary animal diseases because these are covered by other internationally accepted guidelines such as those produced by the Emergency Prevention System for Transboundary

Animal and Plant Pests and Diseases (FAO-EMPRES). These, and chapter 7.6 of the World Organisation for Animal Health's *Terrestrial Code* entitled 'Killing of Animals for Disease Control Purposes' (OIE, 2013) provide detailed information for dealing with disease outbreaks. See the *References* section at the end of the *Introduction*.

### **Companion animals**

Given the humanitarian and livelihoods perspectives of LEGS, companion animals are not explicitly mentioned here although it is recognized that these animals provide important social benefits for their owners. Many of the LEGS Standard and Guidance notes apply to companion animals too, and specific guidance is available from the Animal Welfare Information Center at the United States Department of Agriculture (AWIC). See links in the *References* section at the end of the *Introduction*.

### **Animal welfare**

Because LEGS is based on humanitarian principles and law, its starting point is the welfare of people. Although LEGS is not based on animal welfare objectives, many LEGS interventions lead to improved animal welfare, thus contributing to the 'five freedoms' commonly used as a framework for assessing animal welfare:

1. *freedom from hunger and thirst* – by providing ready access to fresh water and a diet to maintain full health and vigour
2. *freedom from discomfort* – by providing an appropriate environment, including shelter and a comfortable resting area
3. *freedom from pain, injury, or disease* – by preventing or rapidly diagnosing and treating the problem
4. *freedom to express normal behaviour* – by providing sufficient space, proper facilities, and company of the animal's own kind
5. *freedom from fear and distress* – by ensuring conditions and treatment that avoid mental suffering.<sup>2</sup>

Each of the technical chapters outlines how the LEGS interventions relate to animal welfare and the 'five freedoms'. Further guidelines for animal welfare, including issues such as the humane slaughter of livestock, are available in documents such as the *Terrestrial Animal Health Code* of the World Organisation for Animal Health (OIE). See *References* at the end of the *Introduction*.

## How to use LEGS: Overview of the book

LEGS is primarily intended as a planning and decision-making tool to support appropriate emergency interventions. However, LEGS can also be used as a benchmark for reviewing and evaluating emergency response either in real time or after a project has ended. The LEGS Handbook covers two main areas:

Areas covered	Chapter
<b>1. General principles, decision-making, and planning</b>	
Overview of emergencies, livestock and livelihoods, and LEGS objectives	Chapter 1
The LEGS core standards	Chapter 2
Initial assessment and identifying responses	Chapter 3
<b>2. Specific LEGS interventions</b>	
Destocking	Chapter 4
Veterinary support	Chapter 5
Ensuring feed supplies	Chapter 6
Provision of water	Chapter 7
Livestock shelter and settlement	Chapter 8
Provision of livestock	Chapter 9

## General principles, decision-making, and planning (Chapters 1–3)

### *Chapter 1: Livestock, livelihoods, and emergencies – overview of key issues*

This chapter presents general guidance on questions such as:

- Why are livestock interventions an important aspect of humanitarian response?
- How does LEGS link with a rights-based approach?
- What are the LEGS livelihoods objectives?
- How do different types of emergency affect people who keep livestock?

## Chapter 2: The LEGS core standards

This chapter describes the LEGS cross-cutting themes before going on to detail the standards common to all emergency livestock interventions that form a set of core principles and ways of working.

## Chapter 3: Initial assessment and identifying responses

This chapter provides guidance on how to conduct an initial assessment for an emergency livestock project, and how to identify appropriate types of response. It allows users to answer questions such as *what information do I need to collect for decision-making?* and *what process should be followed to both gather and review the information with local stakeholders?* The chapter focuses on the use of the LEGS Participatory Response Identification Matrix (PRIM) to help identify the most appropriate technical interventions at each stage of an emergency.

Throughout the core standards (*Chapter 2, Core standards common to all livestock interventions*) and the specific LEGS interventions (*Chapters 4–9*), information is provided in the same format. This comprises the Standards, Key actions, and Guidance notes as follows:

### Standard

Standards describe an essential part of an emergency response and are generally qualitative statements.

### Key actions

- Key actions attached to each standard are key steps or actions that contribute to achieving the standard.

### Guidance notes

1. Guidance notes, which should be read in conjunction with the Key actions, outline particular issues to consider when applying the Standards.

## Specific LEGS interventions (Chapters 4–9)

The technical interventions covered by LEGS are the following: destocking (*Chapter 4*); veterinary support (*Chapter 5*); ensuring feed supplies (*Chapter 6*); provision of water (*Chapter 7*); livestock shelter and settlement (*Chapter 8*); and

provision of livestock (*Chapter 9*). These chapters provide specific guidance and technical information, and include:

- an introduction that sets out important issues
- a decision-making tree to facilitate choices between different implementation options
- tables summarizing advantages and disadvantages, and timing
- Standards, Key actions, and Guidance notes (based on the same format as *Chapter 2, Core standards*)
- appendices containing case studies and additional technical information such as checklists for assessment, and key references. Many of these reference documents are available in the resources section of the LEGS website.

## Case studies

Most chapters in the LEGS Handbook include case studies to illustrate experiences and approaches presented in the chapter. The case studies are of two main types:

- *Process case studies* describe project design and implementation, and can include descriptions of how activities were adapted to local conditions.
- *Impact case studies* focus more on the livelihoods impacts of livestock support during emergencies, and summarize the impacts on assets and human nutrition among other things.

## References and further reading

- CPWG (Child Protection Working Group) (2012) *Minimum Standards for Child Protection in Humanitarian Action*, CPWG, Geneva, <<http://cpwg.net/minimum-standards>> [accessed 14 May 2014].
- FAO (Food and Agriculture Organization of the United Nations) (2015) *Technical Interventions for Livestock Emergencies: The How-to-do-it Guide*, Animal Production and Health Manuals Series, FAO, Rome.
- FAWC (Farm Animal Welfare Council) (undated) *Five Freedoms* [web page], FAWC, London, <<http://www.fawc.org.uk/freedoms.htm>> [accessed 21 May 2014].
- INEE (Inter-Agency Network for Education in Emergencies) (2010) *Minimum Standards for Education: Preparedness, Response, Recovery*, INEE, New York, <<http://toolkit.ineesite.org/toolkit/Toolkit.php?PostID=1002>> [accessed 15 May 2014].
- LEGS (Livestock Emergency Guidelines and Standards) (2012) *LEGS and Resilience: Linking Livestock, Livelihoods and Drought Management in the*

- Horn of Africa*, Addis Ababa, <<http://www.livestock-emergency.net/wp-content/uploads/2012/01/LEGS-and-Resilience-Discussion-Paper-final2.pdf>> [accessed 19 May 2014]. NRC/CMP (Norwegian Refugee Council/Camp Management Project) (2008) *The Camp Management Toolkit*, NRC/CMP, Oslo, <<http://www.nrc.no/camp>> [accessed 24 June 2014].
- OIE (World Organisation for Animal Health) (2013) 'Killing of Animals for Disease Control Purposes', in *Terrestrial Animal Health Code*, chapter 7.6, OIE, Paris, <[http://www.oie.int/index.php?id=169&L=0&htmfile=chapitre\\_1.7.6.htm](http://www.oie.int/index.php?id=169&L=0&htmfile=chapitre_1.7.6.htm)> [accessed 19 May 2014].
- SEEP (Small Enterprise Education and Promotion) Network (2013) *Minimum Economic Recovery Standards* (MERS), SEEP Network, Washington, DC, Practical Action Publishing, Rugby. <<http://www.seepnetwork.org/minimum-economic-recovery-standards-resources-174.php>> [accessed 15 May 2014].
- Sphere Project (2011) *Humanitarian Charter and Minimum Standards in Humanitarian Response* (the Sphere Handbook), The Sphere Project, Geneva, Practical Action Publishing, Rugby. <[www.sphereproject.org/](http://www.sphereproject.org/)> [accessed 15 May 2014].

## Websites

- AWIC (Animal Welfare Information Center), United States Department of Agriculture National Agricultural Library, <<http://awic.nal.usda.gov/companion-animals/emergencies-and-disaster-planning>> [accessed 22 May 2014].
- Cash Learning Partnership, Oxfam, Oxford, <[www.cashlearning.org/](http://www.cashlearning.org/)> [accessed 19 May 2014].
- FAO-EMPRES-AH (Food and Agriculture Organization of the United Nations Emergency Prevention System for Animal Health), Rome, <<http://www.fao.org/ag/againfo/programmes/en/empres/home.asp>> [accessed 21 May 2014].

## Notes

1. In LEGS, the term 'camp' is used as defined in *The Camp Management Toolkit* (NRC/CMP, 2008) as 'a variety of camps or camp-like settings – temporary settlements including planned or self-settled camps, collective centres, and transit and return centres established for hosting displaced persons'. It also includes evacuation centres.
2. More information is available at <<http://www.fawc.org.uk/freedoms.htm>>.





## CHAPTER 1

# Livestock, livelihoods, and emergencies

## Introduction

This chapter presents general guidance on questions such as:

- Why are livestock projects important to humanitarian response?
- How do different types of emergency affect people who keep livestock?
- How does LEGS link with a rights-based approach?
- What are the livelihoods objectives of LEGS?

## Livelihoods and emergencies

Increasingly, it is recognized that humanitarian action must consider the livelihoods of affected populations – it is not just about *saving human lives* but *protecting and strengthening livelihoods*. This shift in focus helps the rapid recovery of those affected by an emergency and can also increase their long-term resilience and reduce their vulnerability to future shocks and disasters.

Taking a livelihoods approach also helps to harmonize relief and development initiatives, which historically have often been separate and at times contradictory (see *Box 1.1* in the *Introduction to LEGS*). It is now acknowledged that some emergency responses may have saved lives in the short term but have failed to protect – and at times have even destroyed – local livelihood strategies. They have also undermined existing development initiatives and have negatively impacted on local service provision. While it may be true that development can sometimes have negative impacts and that maintaining a level of independence between emergency and development responses may be beneficial, it is nonetheless important that those responsible for relief efforts understand and take into account local development activities, particularly those that aim to strengthen local livelihoods. This is the premise on which LEGS is based.

## Livestock and livelihoods

Animals play a significant role in the livelihoods of many people throughout the world. Livestock keepers range from pastoralists, whose livelihoods are largely dependent on livestock, and agro-pastoralists, who depend on a combination of herds and crops, to smallholder farmers, who depend largely on crops but whose cows, goats, pigs, or poultry provide an important supplementary source of protein or income. There are also a diverse range of service providers, such

as mule or donkey cart owners, who depend on livestock for their income; then there are traders, shopkeepers, and other merchants whose businesses depend significantly on livestock. Animals also constitute a supplementary source of income or food for urban and peri-urban populations.

LEGS uses the term 'livestock' to refer to all species of animals that support livelihoods. LEGS also provides guidance on livestock kept by displaced people, including those living in camps.<sup>1</sup>

The Sustainable Livelihoods Framework (DFID, 1999) is a useful tool for understanding and analysing livelihoods in both emergency and development situations. Although different variations of the framework exist, all start with understanding the different 'assets' (see *Glossary*) that households use as the basis for their livelihood strategies. For humanitarian programming, assets are important because people with greater financial and social assets tend to be more resilient to crises. The ability of livestock keepers to use their assets to support their livelihoods is also affected by their vulnerability, by trends, and by external policies and institutions, all of which must be taken into account in any livelihoods analysis.

### **Livestock as financial and social assets**

For many livestock keepers, animals are a critical financial asset, providing both food (milk, meat, blood, eggs) and income (through sale, barter, transport, draught power, and work hire). Livestock are also significant social assets for many livestock keepers, playing a key role in building and consolidating social relationships and networks within traditional social groups (clan members, in-laws, or friends, for instance), and they are commonly the currency of both gifts and fines.

### **Vulnerability**

Vulnerability relates to people's ability to withstand shocks and trends. The Sphere Handbook defines vulnerable people as those 'who are especially susceptible to the effects of natural or manmade disasters or of conflict ... due to a combination of physical, social, environmental and political factors' (Sphere, 2011: 54). For households and individuals that depend on livestock for their livelihoods, vulnerability is directly linked to livestock assets. The greater the value of livestock assets, the greater the resilience of households to cope with shocks.

Understanding the role of livestock in livelihoods and the impact of the emergency, as outlined in *Chapter 3, Initial assessment and identifying responses*, is essential for determining how appropriate a livestock-based response is. Non-livestock interventions such as food aid, cash grants, or cash/food-for-work can also complement livestock-based responses because they can remove some of the pressure on livestock assets in the short term, thus making recovery more feasible.

### **Trends**

Trends are the long-term changes over time, such as demographic trends, climate change, and economic trends, that impact on livelihood strategies. Although often not considered when designing humanitarian response, attention to trends can be an important aspect of identifying appropriate livestock support. For example, for some people a livestock-based livelihood is so compromised before a crisis that rebuilding their livestock assets post-crisis is of questionable value, and other support, such as cash transfers, may be more useful.

### **Policies and institutions**

In any emergency, both formal and informal policies and institutions influence the ability of people to use their livestock assets to support livelihoods. For example, veterinary service institutions and policies on taxation, marketing, and exports all have an impact on livestock-based livelihoods.

In general, livelihoods analysis can show how the protection and strengthening of livestock assets can be an important type of livelihood support during emergencies. This approach fits well with the Sphere Handbook, which emphasizes the importance of ‘the protection and promotion of livelihood strategies’, particularly ‘preserving productive assets’ (Sphere, 2011: 151 and 153).

## **Types of emergency and their impact on livestock keepers**

As summarized in *Table 1.1*, humanitarian emergencies are categorized as slow onset, rapid onset, and complex. Examples are provided in *Box 1.1* following the table. Some emergencies may also be chronic, in that the stages of the crisis continue to repeat themselves – for example, a drought may move from Alert, to Alarm, to Emergency, and back to Alert, without returning to Normal.

**Table 1.1** Types of emergencies and impacts

Type of emergency	Example of emergency	Impacts
<b>Slow onset</b> <ul style="list-style-type: none"> <li>Gradual, increasing stress on livelihoods over many months until an emergency is declared</li> <li>Can be multi-year events</li> <li>Specific geographical areas are known to be at risk, so there is some level of predictability</li> <li>Drought has four main stages: alert, alarm, emergency, and recovery (see <i>Glossary</i>)</li> <li>Early response is often inadequate even though early warning systems exist</li> </ul>	Drought, <i>dzud</i> (in Mongolia)	<ul style="list-style-type: none"> <li>Livestock condition and production gradually worsen during alert and alarm phases, mainly because access to feed and water is reduced; livestock market values decline, and grain prices increase; human food security worsens</li> <li>Livestock mortality is excessive and worsens during the emergency stage due to starvation or dehydration; human food security worsens</li> <li>Rebuilding livestock herds is hindered if core breeding animals have died and/or if another drought occurs</li> </ul>
<b>Rapid onset</b> <ul style="list-style-type: none"> <li>Occurs with little or no warning although specific geographical areas may have known risks</li> <li>When an alarm is given, it tends to be with little notice</li> <li>Most impact occurs immediately, or within hours or days</li> <li>Following immediate aftermath (see <i>Glossary</i>), the following occurs:               <ul style="list-style-type: none"> <li>first, an early recovery phase</li> <li>second, the main recovery phase, which, depending on the type of emergency, could take days (e.g. receding floods), months, or years (e.g. earthquake)</li> </ul> </li> </ul>	Flood, earthquake, typhoon, volcanic eruption, tsunami	<ul style="list-style-type: none"> <li>Human and/or livestock mortality is excessive and rapid during the initial event</li> <li>Infrastructure and services needed to support livestock are lost</li> <li>People and livestock are displaced, or people are separated from their animals</li> <li>Longer-term impacts are possible, especially if preventive livestock support is unavailable</li> </ul>

Type of emergency	Example of emergency	Impacts
<b>Complex</b> <ul style="list-style-type: none"> <li>Associated with protracted political instability and/or internal or external conflict</li> <li>Time frame is usually years or decades</li> <li>Slow-onset or rapid-onset emergencies can also occur, worsening the impacts of the ongoing complex emergency</li> </ul>	<ul style="list-style-type: none"> <li>Southern Somalia</li> <li>Eastern DRC</li> <li>Darfur, Sudan</li> <li>Afghanistan</li> </ul>	<ul style="list-style-type: none"> <li>People and livestock are killed or injured due to armed conflict</li> <li>Armed groups steal livestock or 'asset-strip'</li> <li>Services and markets are limited or completely lacking due to conflict</li> <li>Infrastructure and communications are limited</li> <li>Humans and livestock are displaced</li> <li>Access to services, markets, grazing, or water is reduced due to conflict</li> <li>There is protracted human food insecurity</li> <li>All the above are exacerbated if additional emergencies occur</li> </ul>

### Box 1.1

Impact of slow-onset, rapid-onset, and complex emergencies – examples

#### ***Impacts of a slow-onset emergency***

During the 1999–2001 drought in Kenya, it is estimated that over 2 million sheep and goats, 900,000 cattle, and 14,000 camels died. This represents losses of 30 per cent of small stock and cattle and 18 per cent of camel holdings among the affected pastoralists. Social impact was significant. Families separated, damaging the social networks that provide a safety net for pastoralists, and many people moved to settlements and food distribution centres. Without sufficient livestock to provide for their food needs, many pastoralists became dependent on food aid. Once the drought ended, the losses suffered by some pastoralists had effectively destroyed their livelihoods.

(Source: Akilu and Wekesa, 2002)

#### ***Impacts of a rapid-onset emergency***

The Indian Ocean tsunami in 2004 had a significant impact on the livestock of the affected people. This included the loss of domestic farm animals



## Principles and objectives of LEGS

### *Livestock and a rights-based approach*

LEGS is influenced by a rights-based approach (see *Box 1.2*) and by two key international rights in particular: the right to food and the right to a standard of living.<sup>2</sup> Livestock keepers have a right to emergency support to protect and rebuild their livestock as a key asset that contributes significantly to their ability to produce food and maintain a standard of living that supports their families. International humanitarian law also highlights the importance of the protection of livestock as a key asset for survival during conflict or war.<sup>3</sup>

#### **Box 1.2**

##### Rights-based approach

A rights-based approach to development and emergency work includes the achievement of human rights as part of its objectives. In this context, human rights generally refers not only to the 1948 Universal Declaration on Human Rights but also to the various covenants and declarations that have been agreed since – in particular civil and political (CP) rights and economic, social, and cultural (ESC) rights, both agreed in 1966 – as well as additional covenants covering racial discrimination; discrimination against women; torture; the rights of the child and so on.

For each set of rights there are ‘duty bearers’ who have the responsibility to ensure that rights are protected and maintained. With regard to some rights (such as the right to food), nation states are required to work progressively towards achieving these rights.

A rights-based approach to development and emergency work draws on the range of human rights instruments and declarations in order to emphasize the responsibilities and duties of key stakeholders. This approach therefore encourages participation, empowerment, accountability, and non-discrimination in the delivery of development or emergency programmes. At the same time, specific rights – such as the right to food – can be highlighted. (Source: Akilu and Wekesa, 2002)

### *Livelihoods objectives of LEGS*

Underpinned by these rights and in recognition of the role of livestock in livelihoods, LEGS is based on three livelihoods-based objectives:



- Objective 1:** to provide immediate benefits to crisis-affected communities using existing livestock resources;
- Objective 2:** to protect the key livestock-related assets of crisis-affected communities;
- Objective 3:** to rebuild key livestock-related assets among crisis-affected communities.

The intent of Objective 1 is to provide rapid assistance to people using livestock already present in the area – and by so doing, to provide immediate benefits such as food, income, or transport. One way to accomplish this is through a destocking project.

In contrast, Objective 2 focuses on asset protection (through the provision of feed, water, shelter, or veterinary support) with a view to maintaining critical livestock resources during an emergency so that production can resume after the emergency. The animals involved may or may not provide direct benefits to households during the emergency phase itself.

Objective 3 relates to situations where substantial livestock losses have occurred, i.e. where protection of key livestock (Objective 2) was not possible or supported. Traditionally, Objective 3 has focused on the provision of animals after an emergency, supported by the provision of feed, water, shelter, and/or veterinary support. However, alternative asset transfer approaches using cash might be preferable to livestock in some contexts, as discussed in *Chapter 9 (Provision of livestock)*.

Underlying all three LEGS objectives is support to existing local service providers, suppliers, and markets, wherever this is feasible and relevant. This is an important aspect of livelihoods-based programming in emergencies and applies to all types of emergency (see *Table 1.1*). LEGS aims to support these local systems to enable recovery and long-term development, rather than undermining them through emergency programmes.

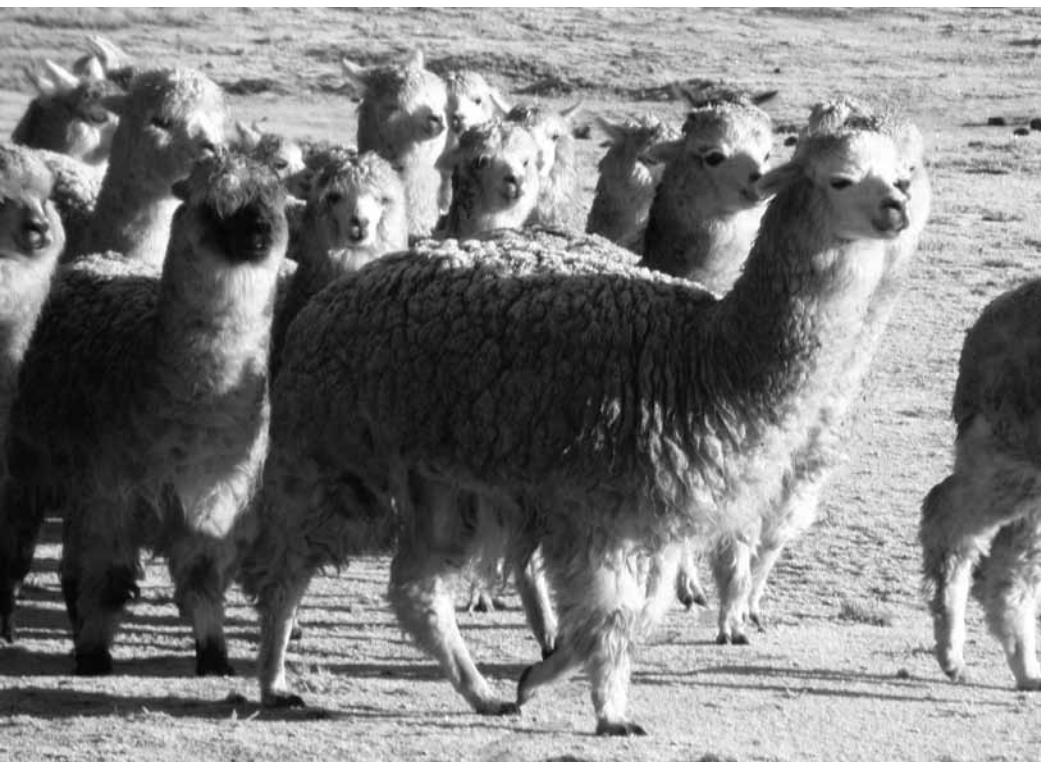
## References and further reading

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## Notes

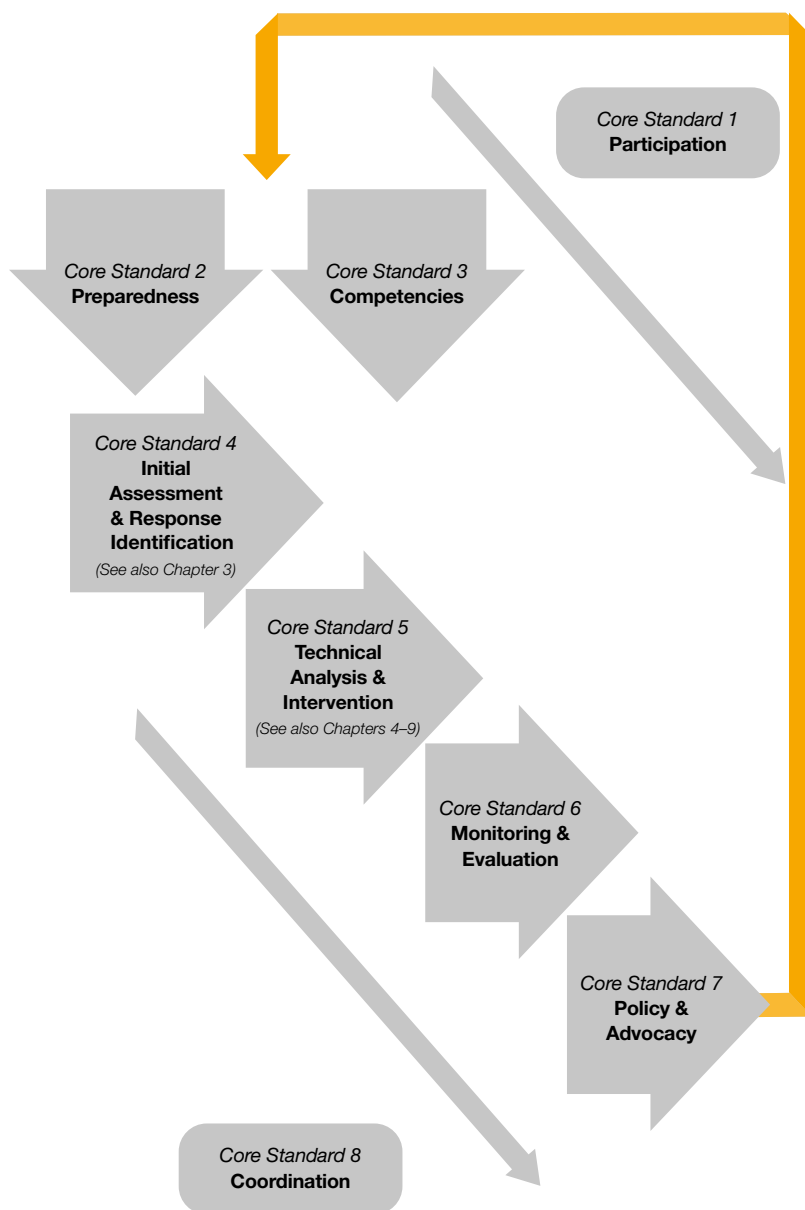
- 1 As noted in the *Introduction to LEGS*, in LEGS the term 'camp' refers to the full range of temporary settlements in which displaced livestock keepers may find themselves.
- 2 International Covenant on Economic, Social and Cultural Rights, Article 11(2), and Universal Declaration of Human Rights, Article 25(1). For more information on human rights, see <<http://www.ohchr.org/EN/ProfessionalInterest/Pages/InternationalLaw.aspx>>.
- 3 Geneva Conventions of 1949: Additional Protocol on the Protection of Victims of International Armed Conflicts, Protocol I (Art. 54) 1977; Additional Protocol on the Protection of Victims of Non-International Armed Conflicts, Protocol II (Art. 14) 1977. For more information on international humanitarian law, see <<http://www.icrc.org/eng/war-and-law/>>.



## CHAPTER 2

# Core standards and cross-cutting themes common to all livestock interventions

**Figure 2.1** LEGS core standards



## Introduction

### *The importance of the core standards*

This chapter presents eight core standards common and integral to each of the livestock-related interventions described in later chapters. These are:

1. Participation
2. Preparedness
3. Competencies
4. Initial assessment and response identification
5. Technical analysis and intervention
6. Monitoring and evaluation and livelihoods impact
7. Policy and advocacy
8. Coordination

In a typical livestock project during an emergency, the core standards relate to each other as shown in *Figure 2.1*. The participation and coordination core standards are important throughout a project, whereas the other six core standards are associated with pre-project capacities or with specific stages of a project cycle (see *Annex E* for a summary of the *Stages of the LEGS response* based on a simple project cycle). By applying the core standards, agencies can support the achievement of the specific technical standards described in the later chapters.

The LEGS core standards draw on those of the Sphere Handbook (Sphere, 2011) but focus more specifically on livestock interventions. Readers should therefore refer to the Sphere Handbook for more general core standards for humanitarian response, and to the Humanitarian Accountability Partnership standard and benchmarks for accountability in humanitarian action (HAP, 2007).

This chapter also presents the four LEGS cross-cutting themes, which should be mainstreamed into any response.

### *Links to other chapters*

As the core standards underpin all the individual technical interventions outlined in the LEGS Handbook, it is important to read this chapter first before turning to the technical chapters on specific types of livestock intervention.

## Cross-cutting themes

The cross-cutting themes of LEGS are similar to those of Sphere (2011). The first three focus on vulnerability (gender and social equity, HIV/AIDS, and protection) while the final one addresses environmental and climate issues. As the Sphere Handbook notes: 'It is important to understand that to be young or old, a woman or a person with a disability, does not, of itself, make a person vulnerable or at increased risk. Rather, it is the interplay of factors that does so' (Sphere, 2011: 86).

At the same time, each beneficiary community has its own capacity for responding to an emergency. This includes their indigenous knowledge and skills, particularly as these relate to livestock production and natural resource management. Indigenous and local institutions can also play a substantial role in responding to emergencies, facilitating community involvement, and managing interventions.

The themes are presented here from the perspective of livestock projects in general, with further guidance provided in the specific technical chapters.

### *Gender and social equity*

*Differential impact.* Emergencies affect different people in different ways. The rights-based foundations of Sphere and LEGS aim to support equitable emergency responses and to avoid reinforcing social inequality. This means giving special attention to potentially disadvantaged groups such as children and orphans, women, the elderly, the disabled, or groups marginalized because of religion, ethnic group, or caste. Gender is particularly important since, in any emergency, women and men have access to different resources and hence different coping strategies, which need to be understood and recognized by humanitarian agencies. In some cases women's coping strategies may increase their vulnerability (for example, exposing them to sexual abuse or exploitation).

*Understanding roles, rights and responsibilities.* For emergency livestock projects, issues of ownership and control of livestock as a livelihood asset become paramount. In many livestock-keeping societies, control over livestock may be considered more as a set of rights and responsibilities than a simple concept of 'ownership'. Emergency responses should therefore be based on a sound understanding of women's roles, rights, and responsibilities in livestock production. These include their daily and seasonal contributions and responsibilities as well as their access to and control of livestock assets (including

rights of use and disposal). Another important consideration is the difference between the various livestock species and age categories – for example, women may be responsible for young stock but not adult stock. In some pastoralist communities, cultural norms prescribe that women control livestock products (such as milk, butter, hides, and skins) as part of their overall control of the food supply, while the men have disposal rights (sale, barter, or gift) over the animal itself. Emergencies often increase women's and girls' labour burden while simultaneously reducing their access to key assets and essential services such as education.<sup>1</sup>

*Disaggregating data in analysis.* As discussed in *Chapter 3 (Initial assessment and identifying responses)*, proper attention to gender and other vulnerability issues requires initial assessments to disaggregate information on the impact and extent of the emergency. The potential impact of any intervention on gender roles, especially on women's workload and control of livestock resources, needs to be clearly understood. Similarly, gender roles may change during an emergency. For example, women may take greater responsibility for livestock if men have migrated to look for work. Conversely, the women may be left in camps while the men remain with the livestock. Finally, cultural gender norms may need to be taken into account with regard to the gender of aid agency staff and the cultural accessibility of women. Methodologies for assessing this issue are discussed in *Appendix 3.2* (see also *References* at the end of this chapter, specifically IASC, 2006).

*Understanding vulnerability and equity.* Additionally, consideration needs to be given to the differing impacts of the emergency on other socially differentiated or vulnerable groups: how their access to and control of resources may be affected; and what potential impact any planned intervention may have on their workloads and roles. These groups may be based on age, ethnicity, or caste. Understanding gender and other social relationships that may increase vulnerability is important in order to ensure emergency interventions have positive outcomes and impacts.

## **HIV/AIDS**

HIV/AIDS continues to be a major global human health problem. Sub-Saharan Africa is still the most affected region, and women are increasingly disproportionately infected. The pandemic has a significant impact on livestock keepers and their ability to meet their basic needs. Constraining factors such as livestock disease, drought, flood, conflict, poor infrastructure, and access to