

WORLD ORGANISATION FOR ANIMAL HEALTH



REPORT

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OIE Sub-regional representation for Southern Africa

Gaborone ▲ Botswana

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ACRONYMS

AfDB	African Development Bank
AI	Avian Influenza
AIMS	Agricultural Information Management System [SADC]
ALIVE	Partnership for Africa's Livestock Development, Poverty Alleviation and Sustainable Growth
ARC	Agricultural Research Council [RSA]
ASEAN	Association of South-East Asian Nations
ASF	African Swine Fever
AU	African Union
BSE	Bovine Spongiform Encephalopathy
CAC	Codex Alimentarius Commission
CBPP	Contagious Bovine Pleuro-Pneumonia
CC	Collaborating Center [OIE]
CDC	Centres for Disease Control and Prevention [USA]
CMC	Crisis Management Center [FAO & OIE]
COMESA	Common Market for Eastern and Southern Africa
CSF	Classical Swine Fever
CTTBD	Center for Ticks and Tick-Borne Diseases [AU]
DIVA	Differentiating Infected from Vaccinated Animals
DNA	Desoxy-ribo Nucleic Acid
DRC	Democratic Republic of Congo
DVM	Doctor in veterinary medicine
DVS	Department of Veterinary Services
EAC	Eastern African Community
EC	European Commission
ECOWAS	Economic Community of West African States
ECTAD	Emergency Center for Transboundary Animal Diseases [FAO]
EDF	European Development Fund [EC]
EFSA	European Food Safety Agency [EC]
ELISA	Enzyme Linked Immunosorbent Assay
EPP	Emergency Preparedness Plan
EU	European Union
EUFMD	European Commission for the Control of Foot-and-Mouth Disease
EUR	[European Union] Euro
FANR	Food, Agriculture and Natural Resources
FAO	Food and Agriculture Organisation [United Nations]
FMD	Foot and Mouth Disease
GDP	Gross Domestic Product
GF-TAD	Global Forum for the progressive control of Transboundary Animal Diseases [FAO & OIE]
GLEWS	Global Early Warning System
GREP	Global Rinderpest Eradication Programme
HA	Haemagglutination
HACCP	Hazard Analysis Critical Control Points
HIV – AIDS	Human Immunodeficiency Virus – Acquired Immuno-Deficiency Syndrome
HPAI	Highly Pathogenic Avian Influenza
IBAR	Inter-african Bureau for Animal Resources [AU]
ILRI	International Livestock Research Institute
INAP	Integrated National Action Plan(s)
IPPC	International Plant Protection Convention [FAO]
ISSO	International Standard Setting Organisation
ITC	International Trypanotolerance Center
LIMS	Livestock Information Management System [SADC]
LPAI	Low Pathogenic Avian Influenza
MC	Member Country(ies)
MoU	Memorandum of Understanding
MS	Member State(s)
ND	Newcastle Disease

NSP	
OIE	World Organisation for Animal Health
OVI	Onderstepoort Veterinary Institute [South Africa]
PAHO	Pan-American Health Organisation [WHO]
PANAFTOSA	Pan-American Foot-and-Mouth Disease Center [PAHO]
PRINT	Promotion of Integration in the SADC Livestock Sector [SADC]
PVS	Performance of Veterinary Services
QA	Quality -Assurance
RAHC	Regional Animal Health Center
REC	Regional Economic Community
RIACSO	Regional Inter-Agency Coordination and Support Office [UN]
RR	Regional Representation [OIE]
RSA	Republic of South Africa
RSO	Regional Specialized Organisation(s)
RSU	Regional Support Unit(s)
RVF	Rift Valley Fever
SACCT	Southern African Commission for the Control of TADs [SADC]
SADC	Southern African Development Community
SANAS	South African National Accreditation System [RSA]
SAT	Southern African Type [FMD]
SAVC	South African Veterinary Council [RSA]
SFMDP	SADC Foot and Mouth Disease Project [SADC]
SOP	Standard Operating Procedure
SPINAP	Support Project for Integrated National Action Plans [AU]
SPS	[Agreement on the application of] Sanitary and Phytosanitary Standards [WTO]
SRR	Sub-Regional Representation [OIE]
STDF	Standards and Trade Development Facility [WTO]
TAD	Transboundary Animal Disease
TLU	Tropical Livestock Unit
USA	United States of America
USD	United States Dollar
VS	Veterinary Services
WAHID	World Animal Health Information Database [OIE]
WAHIS	World Animal Health Information System [OIE]
WHO	World Health Organisation
WTO	World Trade Organisation

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All weight units expressed in tonnes are metric tons.

Underlined words refer to the glossary of terms (annex), as per Terrestrial Animal Health Code, 2008

Edited by Patrick Bastiaensen and Gaston Funes.

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REPORT

“GOOD GOVERNANCE FOR VETERINARY SERVICES”

INTRODUCTION

Since 2006, the *World Organisation for Animal Health* (OIE) is represented in Southern Africa through the establishment of a Sub-regional Representation, based in Gaborone, Botswana. Since late 2007, this office has conducted a series of seminars on capacity building on international standards for Veterinary Services in the framework of the *SADC - EU Grant Contribution Agreement with the OIE*.

As part of the OIE global programme of strengthening of Veterinary Services, and as a complementary activity to the evaluation of Veterinary Services using the OIE-PVS Tool, the OIE is organising Seminars on Good Governance which main objective is to demonstrate the importance of Veterinary Services for reducing risks for animal and public health as well as a mean to help to poverty reduction.



Delegates from Mauritius, Malawi and Madagascar attending the OIE seminar © DAHP (MoA).

The first of such seminars on “*Good Governance for Veterinary Services*”, was organised by the OIE Sub-Regional Representation for Southern Africa at the Botswana *National Veterinary Laboratory* in Sebele, Gaborone (Botswana) from 16th to 18th January 2008 in collaboration with the Government of Gaborone and the SADC Secretariat.

The seminar, which included the participation of both public (official) and private sector representatives, was attended by OIE delegates from 17 countries in southern and eastern Africa (including the Comoros, Madagascar, Mauritius and the Seychelles), as well as 9 representatives from veterinary councils, veterinary associations and farmers’ associations, and representatives from the SADC Secretariat, the FAO and AU-CTTBD.



Participants listening to the Director-General of the OIE, Dr. Bernard Vallat © P. Bonnet (SADC)

The OIE Director General, Dr Bernard Vallat participated in the seminar together with several staff members from the OIE head office (Dr Gideon Brückner, Dr Gaston Funes, Dr Keith Hamilton, Ms Nataly Monsalve) and all staff of the OIE Sub-Regional Representation in Gaborone (Dr Bonaventure Mtei, Dr Patrick Bastiaensen, Ms Nomsa Thekiso), a representative of the OIE Regional Representation for Africa in Mali (Dr Nicolas Denormandie) and the President of the OIE Regional Commission for Africa and OIE Delegate of Swaziland (Dr Robert Thwala). The organisation was strongly supported by and coordinated with senior staff of the Botswana Department of Animal Health & Production, in particular Dr Musa Fanikiso, CVO and OIE Delegate of Botswana, his deputy Dr Moetapele Letshwenyo, and several supporting staff.

Main topics of the seminar included : good governance of Veterinary Services including proper public/private partnership, the evaluation of Veterinary Services using the OIE-PVS tool, the OIE Codes and Manuals, the OIE twinning process, trade in animals and animal products (including commodity-based trade) in relation to country obligations of the SPS agreement.



This document contains the proceedings of this seminar, based on presentations and submitted abstracts by country representatives and invited regional and international experts, as well as the discussions that followed. It is completed by a number of comprehensive back-ground papers on key issues affecting the OIE's activities in the region.

*The Hon. Minister of Agriculture of Botswana,
H.E. Johnny Swartz © DAHP (MoA).*

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OPENING SESSION

Dr Musa Fanikiso, Director of Veterinary Services and OIE Delegate of Botswana chaired the opening session. He welcomed all participants and introduced the Authorities present. He emphasised the importance of the workshop and encouraged all participants to follow the guidelines of the OIE for the strengthening of Veterinary Services.

Dr Bonaventure Mtei, the OIE Sub-Regional Representative for Southern Africa thanked the Government of Botswana for its continuous support to the OIE office in Gaborone and for hosting the seminar, stressing that this seminar constitutes a milestone for the OIE office, considering the delays in starting-up the implementation of the activities, as foreseen in its work plan. He reminded the participants that one of the reasons the OIE office in Gaborone was established in the first place, was to respond to pressing requests from member countries in this region to assist with improving the delivery of animal health services, in view of international trade, and in compliance with OIE international standards. Dr Mtei referred to the fact that many African countries need to be supported in the area of compliance with OIE standards.

Dr Susanne Münstermann, representing the FAO (ECTAD), and participating in the *Regional Animal Health Center*, mentioned that she was only recently appointed in Gaborone and also highlighted the importance of the meeting. She mentioned that FAO had just joined the OIE Sub-Regional Representation, as a partner in the *Regional Animal Health Center for Southern Africa* (RAHC-SA), adding that since the HPAI crisis, mainly in Asia and Africa, FAO had considerably increased its activities in the field of animal health. She specifically referred to the ECTAD initiative, commenting on the relationship between FAO head office and the regions and the decentralisation efforts through the creation of ECTAD Regional Antennas. ECTAD currently operates in AI infected and at-risk countries. Dr Münstermann also briefly presented the *Crisis Management Centre* (CMC), describing it as a fruitful collaboration mechanism between FAO, OIE and WHO. In terms of direct support to countries, she mentioned .g. the rabies vaccinations in Zimbabwe, and assistance to countries affected by African Swine Fever (e.g. Mauritius). In terms of collaboration with and support to the SADC Secretariat, she highlighted the role of the FAO in the organisation of the SADC *Joint Technical Committee* which was held in September 2007 in Tanzania, the SADC laboratory diagnostic sub-committee (held in November 07, together with the OIE) and the SADC Epidemiology and Informatics Committee (also in November 2007). To conclude, she stressed the importance of the OIE-PVS tool for assessing the quality of Veterinary Services and on finding the ways and means for their improvement.

The Representative of the European Commission, the Hon. Mr. Paul Malin, European Commission Ambassador and Head of the Delegation of the European Commission in Botswana thanked Botswana, SADC and the OIE for the invitation to attend the seminar. He commented on the involvement of the EU in activities and experiences in animal health issues, lately mostly in Zimbabwe, and highlighted the EU's policies to eradicate poverty, stressing the importance of trade to foster economic development. The importance of the livestock sector for improving wealth in African countries, and in particular in this part of the continent, was highlighted. He also specifically referred to ongoing agreements with SADC to assist countries in trade-issues and in gaining access to very demanding markets such as, as he admitted, the European Union with its European standards.

On behalf of the SADC Secretariat, Mr. Beedeean Hulman (Senior Programme Manager, FANR Directorate) thanked the OIE and Botswana for extended the invitation to SADC and to agree on hosting this seminar. He highlighted the role of the SADC Food, Agriculture and Natural Resources (FANR) Directorate and its Livestock Development Unit, stressing the intensive coordination that exists amongst the different organisations, the donor community and the private sector. He reiterated the importance of ensuring access to food for the population, including disaster preparedness in terms of food security. He went on to explain that various regional capacity building activities are conducted in the region and address the promotion of regional integration and livestock production, improved access to markets and control transboundary animal diseases. He acknowledged the important role that OIE, FAO and AU-IBAR play in providing assistance to support livestock development in the region. He presented the PRINT-Livestock Project and its main objectives and strategies, highlighting the strengthening of institutions for managing the risks of TADs, including the strengthening of public and private relationship. He also briefly presented the SADC FMD Project, which would commence its activities shortly. He concluded by expressing the need for more OIE Reference Laboratories in the region.

Dr Robert Thwala, President of OIE Regional Commission for Africa and OIE Delegate of Swaziland, referred to the WTO Marrakech Agreement (1995) as a turning point in global trade. Indeed, the facilitation of trade by ISSO's, such as OIE, Codex and IPPC was then enshrined into the WTO mechanisms (SPS). The President recognised the important and sustained support of the OIE to assist African countries, not only in technical terms, but also financially. He reminded the participants of the African continent's weak contribution to international trade in general, and trade in animals and animal products in particular, and of its impact on poverty reduction and food security.

Dr Bernard Vallat, Director-General of the OIE, thanked firstly the Government and the Honourable Minister of Agriculture of Botswana for having kindly agreed to host the seminar in the beautiful and peaceful city of Gaborone. He also thanked the organisers. Dr Vallat stressed that the choice of Gaborone as the venue of the first regional

seminar on Good Governance of Veterinary Services was due to the fact that Gaborone is hosting the headquarters of the *Southern African Development Community* (SADC), as well as the newly established OIE *Sub-Regional Representation for Southern Africa*. He mentioned some important sanitary events that have occurred since his last visit to Botswana in 2003, both in Botswana and in the rest of Africa, such as *Highly Pathogenic Avian Influenza* as well as outbreaks of other zoonoses such as *Rift Valley Fever* and *Ebola* resulting in severe human deaths and major disruptions in trade of livestock and livestock products. Other animal diseases such *African Swine Fever*, *Peste des Petits Ruminants* and *Foot-and-Mouth Disease* that continue to inflict enormous economic losses to the livestock industry. Dr Vallat stressed that irrespective of whether diseases are emerging and re-emerging due to climate change and globalisation of the movements of goods and services, the passiveness from many countries and poor governance of Veterinary Services can be held responsible for much of the problems encountered, highlighting the frontline role in the control of major animal diseases that Veterinary Services should play. Hence, Veterinary Services, as he pointed out, constitute a genuine *'Global Public Good'*. He also highlighted the relationship that exists between the new human diseases encountered over the past few years and their animal source, showing the important role of veterinarians for food safety and food security, ensuring that pathogens and other toxins found in food derived from animals are duly controlled before reaching the consumer, and also by utilising new genetic improvements to increase production, as mankind is facing new challenges regarding food security that are the result of the expected world population increase. Good Governance for Veterinary Services is the way to control and eradicate animal diseases in order to improve food safety and security and thus alleviate poverty, improving our livelihoods. He explained that in the OIE context, "Veterinary Services" include both public and private Veterinary Services. However, the overall management and supervision of veterinary activities should be entrusted to the public Veterinary Services. The Director-General then pointed to the weaknesses in much of the Veterinary Services in Africa, services which have suffered disproportionately from structural adjustments in the past decades. The OIE is convincing the international donor community to provide aid to these African Veterinary Services. He made references to the *Pan African Control of Epizootics* (PACE) Programme and the ALive (*African Livestock*) platform, which provide living testimony of the contribution of the OIE to the development of livestock in Africa. He informed participants that a continental conference on the harmonisation of legislation on registration and use of veterinary medicinal products would take place in Dakar, Senegal in March 2008. This conference will be targeting all Chief Veterinary Officers and their close collaborators. He also commented on the OIE programme for the twinning of laboratories, that would allow laboratories in Africa to benefit from the expertise of laboratories from rich countries. Dr Vallat further stated that any governance programme relating to Veterinary Services should begin with an evaluation of the services using the OIE-PVS tool for the evaluation of the *Performance of Veterinary Services*, followed by the analyses of gaps and deficiencies to identify priority projects to be funded by national and or international resources. This OIE programme, he said, is funded by donors, including the World Bank. He referred to the difficulties that many African countries face in exporting livestock products because of the presence of certain endemic animal diseases, and noted the importance of the concepts of compartmentalisation and commodity based trade in relation to market access. These new approaches will hopefully increase trade both within and outside Africa. Dr Vallat also mentioned the OIE's collaboration with the FAO, mainly referring to the GF-TADs Agreement, signed in 2004, which has now led to the establishment of joint OIE/FAO *Regional Animal Health Centers*, and informing participants that the MoU for Gaborone would soon be finalised. Dr Vallat ended his address by thanking the OIE's development partners, in particular the European Commission that, besides participating in the funding of OIE capacity building programmes, has also been instrumental in the establishment of the OIE Sub-Regional Representation in Gaborone. He also expressed his gratitude to the French Government, which, through the French Cooperation, has seconded an international expert to the OIE office in Gaborone. He concluded expressing his high expectations from the discussions of this seminar, which he believes, should lead to important ideas and recommendations.

The Minister of Agriculture of Botswana, the Hon. Mr. Johnnie Swartz, first acknowledged the presence of the other guests of honour and welcomed all participants of the seminar to Botswana. He reiterated the importance of the agriculture sector in Botswana in relation to food security, and stressed the importance of the livestock sector for Botswana, in terms of rural livelihoods and the overall economy considering its contribution to Botswana's GDP. He referred to the OIE's role as one of the three standard setting bodies for safeguarding trade of animals and products, and to the OIE's new mandates, such as good governance of Veterinary Services, the theme of this seminar. He also specifically referred to the OIE's new *Sub-Regional Representation for Southern Africa* and the involvement of the Botswana Government in the set-up of this office, and in committing itself to find appropriate facilities for the well functioning of such an office. He then went on to raise the issue of exports of animal products and urged the OIE to fight the abuse of non-scientific protectionist measures imposed by some importing countries. He strongly condemned the practice of exceeding international standards by some countries and also requested the OIE to address the issue of private standards, as well as to continue to provide guidelines, and to set appropriate standards for trade, under its current participative standard setting procedures. He then went on to present the set-up of the 4 epidemiological zones that were established in Botswana with regard to beef production and the OIE's recognition thereof. These geographical zoning is mostly related to Botswana's FMD status. In this respect he reminded the audience of the recognition by the OIE of the *Botswana Vaccine Institute* as a Reference Laboratory for FMD and spoke of the ongoing twinning programme, spearheaded by the OIE. Finally, he announced that Botswana would enter the group of countries to request a PVS mission, as soon as the OIE Delegate would have received the necessary training. He closed his speech by inviting all participants to go and see "*the big 5*".

CAPACITY BUILDING,
SURVEILLANCE & CONTROL
OF ANIMAL DISEASES

THE FOURTH STRATEGIC PLAN AND GOOD GOVERNANCE OF VETERINARY SERVICES

Bernard Vallat

Director-General
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Dr Bernard Vallat initiated the presentations with a talk regarding the OIE IVth Strategic Plan and policies of the OIE on *Good Governance for Veterinary Services*. He explained how the procedure of establishing the current OIE Strategic Plan worked, stressing that it was very democratic, and included the participation of all OIE Regional Commissions (one per continent). The OIE's IVth Strategic Plan (2006-2010) was unanimously adopted by the OIE International Committee during the 74th OIE General Session in May 2006. The original 'historical' mandate of the OIE changed to the current broader mandate for 2005-2010, the main change being the additional mandate to "improve animal health worldwide".

During his presentation, Dr Vallat demonstrated the benefits of the strengthening of Veterinary Services worldwide, such as improved public health through reduced risks of zoonoses, improved safety of international trade avoiding the spread of animal diseases, securing food assets and finally reducing poverty.

He described the new strategies of the current Plan, pointing out that most of them are being addressed through capacity building activities, such as e.g. the training of (new) OIE Delegates and their relevant staff, as well as the designation of OIE subject matter *focal points*, the strengthening of Veterinary Services using the PVS tool for improved compliance with OIE standards, and the strengthening the OIE influence on global, regional and national policies regarding governance on animal health.

Dr Bernard Vallat went on to discuss the expansion and strengthening of the OIE Regional Representations, as well as the establishment of new Sub-Regional Representations, including the one in Gaborone which main objective is to assist the countries of the SADC region in achieving compliance with OIE international standards. He also commented on the new financial mechanism adopted by the OIE Member Countries, which led to a 20% increase of the ordinary contributions, stressing that 10% (half of such increase) is destined to the respective Regional Representation's budget.

The Director-General also referred to the scientific influence of the OIE through its Collaborating Centres and Reference Laboratories, and briefly discussed the OIE twinning process, which could be very useful for Africa where a broader availability of expertise and scientific community is needed, if not only to allow African countries to be more deeply involved in the standard setting process.

He commented on the necessity of a good communication strategy towards all relevant sectors, especially when dealing with information on (sanitary) risks and consequences of globalisation, and stressed the lobbying work that the OIE is doing with governments and donors in order to convince them to invest more in animal health, as a means to improve animal diseases prevention, as well as to convince bilateral financial organisations to invest in Veterinary Services as a "global public good", a concept that the OIE is very supportive of and is actively promoting. He also mentioned that the OIE has developed a dedicated Communication Department at the head office and is working with its Member Countries, encouraging them to establish (where absent) a communication unit within their veterinary administration to communicate properly to all relevant sectors on issues related to animal health.

He added that it is equally important to convince governments of the importance of OIE Delegate's position, and also to demonstrate that animal disease surveillance and prevention is always cheaper than handling a crisis and recovering from it.

Dr Bernard Vallat thereafter presented an overview of the work that the OIE is carrying out in respect of coordination with other organisations (mainly with FAO) through cooperation programmes and coordination mechanisms (such as the GF-TADs Agreement) in an attempt to –amongst others- avoid overlapping and streamline interventions. He also urged developing countries to participate more actively in the OIE international standards setting process(es) as well as in the various WTO-SPS and *Codex Alimentarius* meetings.

In reference to the establishment of the OIE Sub-Regional Representation in Gaborone, Dr Vallat mentioned the Agreement signed between the OIE, the EC and SADC under the PRINT Financing Agreement, with specific objectives and activities mainly geared towards capacity building for Member Countries.

Dr Vallat then reminded participants of the recommendations that were adopted during the last Regional Conference for Africa, in Asmara, Eritrea, in 2007, regarding on the one hand, the “strategy for strengthening of the epidemiological surveillance in Africa” and on the other hand, “the harmonisation of registration and quality control of veterinary medicinal products in Africa”. Regarding the latter, he announced the “Conference on harmonisation of control of veterinary medicinal products in Africa” which will be held in Dakar, Senegal, in March 2008.

In his closing remarks, Dr Vallat presented the outlines of the OIE ‘s global programme on strengthening of veterinary services, underscoring that ever since the Global Conference on Avian Influenza in Beijing, China, in January 2006, the OIE is working actively to influence all donors and countries to share resources by investing and helping developing countries to strengthen both their human health services as well as their animal health services. Two billion dollars were pledged by donors and countries to fight avian influenza. The criteria for a 50/50 partitioning of resources for each side (public health and animal health) were later ratified during subsequent conferences in Vienna, Bamako, Washington and New Delhi.

He also mentioned that the International Committee of the OIE strongly supports the PVS evaluations. The procedures to conduct such evaluations have been standardised, including the training of experts, while ensuring a geographical balance of experts. The PVS-tool as well as the process itself, were later progressively improved with the feed-back from experts’ experience in the field.



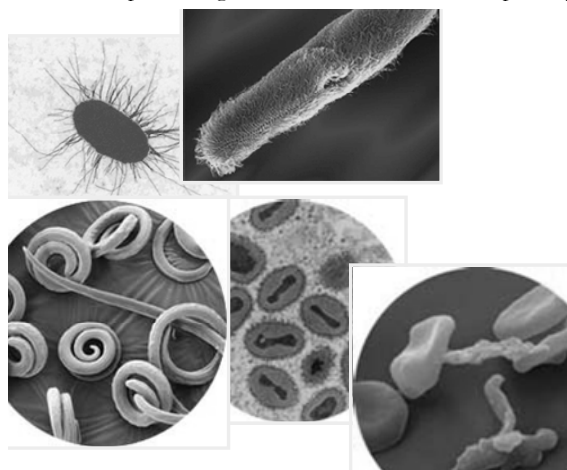
Depopulation of HPAI affected farms © SBS

NEW CHALLENGES FOR ANIMAL DISEASE CONTROL FOR AFRICA

Gideon Brückner

Deputy Director-General
Head of the Scientific and Technical Department
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Dr Gideon Brückner described the sanitary situation of Africa in the context of the situation in the rest of the world, stressing that most of the OIE listed diseases are present in Africa. He stated that this situation is a “goldmine” for the animal health world, by which he meant that Africa should play a key role in animal disease control programmes. As Dr Brückner explained, there are some basic assumptions that are used by the OIE for animal disease control : adherence (more than compliance...) to the international standards, improved legislative frameworks and transparency (in terms of the sanitary situation and timely disease notification). The relevance of OIE international standards (i.e. the OIE Codes and Manuals) is not only related to (external) trade issues but also to (internal) animal diseases control and eradication, in line with the OIE mandate to improve animal health worldwide. Dr Brückner also mentioned the OIE network of expertise, constituted by the OIE Collaborating Centres and Reference Laboratories which main objective it is to help OIE Members reaching compliance with OIE standards. He showed the distribution of these Collaborating Centres and Reference Laboratories on the world map, stating that the OIE is seeking a more balanced distribution of the expertise worldwide, and insisted on the necessity of establishing more of such Centers and Laboratories in the Africa.



Our new enemies !

In an attempt to explain the title of his presentation : “new challenges for animal disease control for Africa”, he explained that there are many factors that intervene on the epidemiology of diseases, and which are the cause of emergence and re-emergence of diseases. One such factor is the interaction between wildlife and the domestic population, but also climatic change, antibiotic resistance and globalisation (transport and movement of people, commodities and vehicles). Worldwide, 1.4 billion people engage in air travel every year. He reminded participants that during the last five years there were no less than five major introductions of new animal diseases reported into Africa. He also mentioned the impact of ecosystems and its risks in relation to some animal diseases, such as e.g. Rift Valley Fever. Dr Brückner also stated that Africa is regarded as a source of diseases and/or risks for countries outside Africa and gave the example of the trade of exotic species (the official trade accounts for 4 million birds, 640,000 reptiles and 40,000 primates, while the extent of the illegal trade remains unknown).

He referred to the importance of zoonoses, and reminded participants of the zoonotic potential of many animal pathogens, and commented on a recent meeting held in Geneva with WHO, where issues regarding bioterrorism with animal disease causative agents were discussed. Indeed, 60% of human pathogens are zoonotic, 80% of animal pathogens are multi-host, 75% of emerging diseases are zoonotic and 80% of agents having a potential bioterrorist use are zoonotic pathogens. It is also important to realise that nearly all new human diseases originate from animal reservoirs and that diseases can now spread faster across the world than the average incubation period of most diseases.

Dr Brückner gave some examples of emerging or re-emerging diseases, and described the many factors and specific situations in Africa (not directly related to disease factors) which (could) affect disease control on the continent, such as the current economic and social situation of several African countries, the phenomenon of transhumance, political instability, a poor perception of the value of veterinary service, important interfaces between wildlife areas, human settlements and domesticated animal populations, loss of livelihoods and overall poverty.

Dr Brückner then went on to present the global situation of some important epizootic diseases such as ASF, HPAI and FMD, showing their tremendous negative impact on the African continent. He commented on the global strategy to be launched soon for the control and eventually worldwide eradication of FMD (using the same phased approach as applied to *rinderpest's* global eradication), highlighting the impact that the diseases has in several countries.

Traditional approaches to animal disease control in Africa, according to Dr Brückner, are characterized by emphasis on border control (to prevent the introduction from neighbouring countries), emphasis on “traditional diseases”, i.e. production diseases, a focus on domestic and local animal disease issues and less on global concerns/awareness, limited disease prediction capacity, a rigid or even dogmatic application of scientific principles with little room for flexibility.

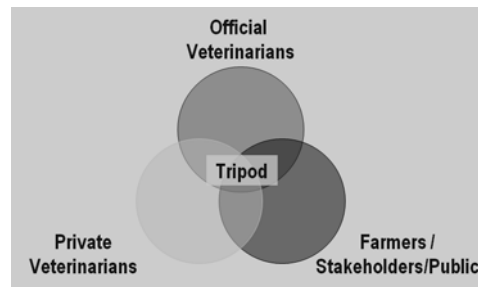
In the OIE’s view a flexible but thorough application of scientific principles for controlling diseases will facilitate trade, while its incorrect or non-rational application will inhibit trade. Disease control measures must not only satisfy the “appropriate level of protection” (an SPS term, ALOP in short) of the own country, but where appropriate, also that of the importing country / trade partner.

Science evolves and perceptions change, as is the case with the appearance of “African” diseases in Europe (*African Swine Fever*) which are paving the way for a more rational and accommodating approach, but with more demands for sanitary guarantees. Other diseases for which one can expect such a change in mindset are likely Foot and Mouth Disease, BSE, Avian Influenza and Bluetongue. Under pressure of consumer groups, strategies such as stamping – out and culling are reviewed in favour of vaccination strategies, while commodity-based approaches are also making their headway, arguing that some commodities are always safe to trade, irrespective of the sanitary situation of the country. Hence, changes can be expected on such diseases as BSE, FMD and AI. Finally, there is an increasing tendency to differentiate the presence of disease from the presence of infection, as demonstrated in the case of avian influenza in wildlife.

As a result of all these new developments, some scientific, some philosophic, it is likely that the current decision-tree which leads to the inclusion or exclusion of any disease from the OIE-list, might have to be revisited in view of e.g. the separation of disease/infection in wildlife populations and in domesticated animal populations.

Moving towards the role of Veterinary Services, Dr Brückner pointed out that minimizing the threat of emerging animal diseases requires a) early warning systems, (b) early detection (awareness and high quality Veterinary Services), and (c) rapid and transparent notification. The latter in turn requires an appropriate chain of command, the rational application of scientific principles and a legal mandate to do whatever is necessary to deal with such emerging diseases.

Referring to the need for high quality Veterinary Services, he of course mentioned the PVS tool (as a diagnostic tool) to measure the performance of Veterinary Services as an international public good, in terms of good governance and veterinary legislation, well functioning infrastructure and resources, early detection and rapid response, surveillance, transparency, pathogen confinement, and –where needed- stamping-out under OIE welfare standards. All this –he argued- can only be achieved through cooperation between the three powers within the Veterinary Services : the public Veterinary Services, the private Veterinary Services and the stakeholders (including farmers and consumers) : the tripod!



In conclusion, he stated that Africa has known successes and has proven its ability to deal with major epizootics, such as the now completed rinderpest eradication. The eradication of FMD, rabies, avian influenza and Newcastle is therefore not unattainable. He ended by paraphrasing René Dubos’ saying “*think global, act local*” by stating that in the 21st century the motto should be : “*think local, act global*”.

Diseases of particular importance to Southern and Eastern Africa :

Diseases with serious economic and/or food security impacts

- Foot and mouth disease
- Classical swine fever
- African swine fever
- Avian influenza
- Rabies
- Newcastle Disease
- Rinderpest
- Botulism
- CBPP
- Rift Valley Fever
- BSE
- African Horse Sickness
- Nipah Virus

Diseases with serious public health and/or food safety impact (zoonoses)

- Avian influenza
- Rabies
- West Nile Fever
- Botulism
- Rift Valley Fever
- BSE

Diseases underlined feature (important) interactions with wildlife.

DISCUSSION

In response to the Director-General's main address, the representative of the Congolese Association of Veterinary Surgeons, Dr. Luboya Kasongo Muteba, highlighted the collapse of both the human and animal health care systems in his country in the light of emerging diseases such as Ebola virus, which have a strong wildlife component to them. He appealed for specific support in order to strengthen the veterinary inputs in the control of these zoonoses.

The OIE Delegate from Uganda, Dr. William Olaho-Mukani, thanked the two presenters and thereafter raised the issue of institutional reform of the (public) Veterinary Services which –in Uganda- led to the establishment of a central veterinary service, thanks to the advocacy of the OIE. He further agreed with the concerns of Dr Muteba from DRC, with regard to Ebola (which affected Uganda in 2007) and highlighted the questions raised in the scientific community on the role of primates, as opposed to bats.

The Delegate from the Republic of South Africa, Dr. Bothle Michael Modisane, asked Dr. Vallat whether the study into the possible role of the insurance sector in the matter of compensation for animal disease control measures, had led to any positive outcomes. He also voiced his concerns about the possible misuse of the PVS tool by prospective importing OIE member countries; which would be entitled to impose such evaluation on e.g. South Africa. Finally he suggested recent developments in vaccinology (such as the DIVA principle) be taken into account when assessing culling strategies for e.g. FMD and CSF.

The Delegate from Zimbabwe, Dr. Stuart Hargreaves, pointed out that good governance of Veterinary Services (and the related PVS evaluations) is only meaningful in the context of overall good governance.

Dr. B. Vallat, on behalf of the OIE, replied that while Ebola and related diseases are indeed animal-borne, they are often handled by other Ministries such as the Ministry of Health and even the Ministry dealing with environmental affairs. He agreed that Veterinary Services should advocate to be more involved when such crisis's occur. In this regard, he went on to announce the creation of a joint WHO – OIE - FAO Center for Zoonoses.

In reply to the questions raised by the delegate from Uganda, he confirmed that investigations are ongoing with respect to monkeys as either reservoirs or susceptible hosts of ebola, and that it might very well turn out that monkeys are just as much victims of Ebola, as humans. If this were to be the case, ongoing efforts to develop a human vaccine could very well be annihilated by the absence of a vaccine for the host, i.e. possibly bats, once again demonstrating the importance to associate Veterinary Services to disease investigations into zoonoses.

As for Zimbabwe's Delegate, he acknowledged that this was an important point, but also stressed that even under difficult circumstances, there is also a way to prioritise whatever limited resources are available so that institutional constraints can be overcome. This is particularly the case in poor countries of course. He went on to say that he already noted a shift towards more attention being given to Veterinary Services, alongside education and health care.

In reply to the points raised by the South African OIE Delegate, Dr Vallat explained that the study regarding the insurance sector had focused very much on major sanitary crisis's. The conclusion is that insurance companies are not interested in animal health, because it is near to impossible to make calculated risk-assessments and thus define premiums against possible future claims. He nevertheless pointed out that in some very particular countries and for particular endemic diseases (e.g. brucellosis) insurance is applied.

As for the use or mis-use of the PVS tool, he again pointed out that any PVS report, even if requested by trading partners, remains confidential until the country under scrutiny decides otherwise. He gave the example of Brazil as one of the regional economic superpowers that agreed to disclose the PVS report to other countries.

Dr. Gideon Brückner went on to reply to South Africa's last question in stating that the Terrestrial Animal Health Code, in principle, does not discriminate against vaccination, if vaccination is deemed effective. But he also recognised that it might be harder for exporting countries to attract interested clients, when vaccination is applied, as opposed to surveillance, culling or stamping out, and final eradication.

**CAPACITY BUILDING ACTIVITIES OF THE OIE SUB-REGIONAL
REPRESENTATION UNDER THE FRAMEWORK OF THE SADC-EU / OIE
AGREEMENT**

*Patrick Bastiaensen & Bonaventure Mtei **

Programme Officer
(* Sub-Regional Representative
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Dr. P. Bastiaensen, on behalf of the Sub-Regional Representative, presented a brief history of the establishment of the Gaborone-based OIE office, within the wider context of the OIE's worldwide outreach policy, and then went on to discuss the various hosting and financial agreements that enabled this office to start operating in 2006.

He then moved on to the SADC – EU Grant Contribution Agreement with OIE and briefly went through the basic budget and the various activities and expected outputs listed in that document, and which include amongst others the advocacy for improved notification to OIE, the advocacy for twinning of laboratories in view of recognition by OIE of more (regional) reference labs, the implication of African scientists and animal disease professionals in the OIE's standard setting bodies, and finally the strengthening of capacities within public and private Veterinary Services (which accounts for almost 43 % of the budget).

On this last topic, Dr. Bastiaensen presented the 2008 capacity building programme to the audience, asking participants to endorse or review some of the suggested topics listed. He also presented a brief outlook of the draft 2009 capacity building programme. December 31st, 2009 is the end date of the said Contribution Agreement, after which the OIE will assume full financial responsibility for the office's operation.



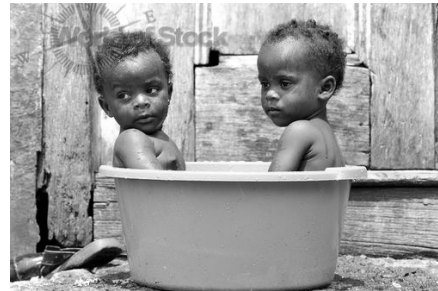
*Capacity building on computerised (online)
disease notification using WAHIS for OIE
focal points © P. Bastiaensen, OIE.*

NETWORK OF OIE REFERENCE LABORATORIES: THE TWINNING CONCEPT

Gideon Brückner

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The twinning concept as OIE understands it and currently implements it, was created and is being supported as a link that facilitates the exchange of knowledge, ideas and experience between two parties (in this case : laboratories) with the aim to increase global access to laboratory/diagnostic capacity and expertise. The process is demand-driven and a critical point for twinning to succeed is that the arrangement should be sustainable in time. After this general outline, Dr Brückner explained the key factors of the rationale for twinning, mainly the uneven geographical spread of OIE Reference Laboratories; indeed, more than 70% of the 172 OIE member countries are developing or in-transition countries, which need expertise to support and apply OIE standards and to better participate in the standard setting process. There is a need for a new approach to face international spread of diseases and hence, need for scientific expertise to be available worldwide, not only in the northern hemisphere. In addition, the OIE approach for twinning seeks to generate regional benefits, rather than to satisfy national needs.



Twins © Anthony Asael and World of Stock (2008)

	Ref. Laboratories	Coll. Centres
Number	173	24
Countries	30	14
Diseases or Topics	93	22
Experts	146	24

The twinning process, as Dr Brückner sees it, is closely linked with the PVS approach and the good governance of Veterinary Services, characterised by the capacity to : (a) respond rapidly and effectively to disease challenges and risks; (b) debate/negotiate scientific justification for standards; (c) scientifically justify international sanitary policies and (d) contribute to the international scientific debate.



*Location of the OIE Reference Laboratories across the world (dots, situation in 2007).
 Laboratories highlighted for Africa are located in Rabat, Dakar, Gaborone and Pretoria.*

The first International meeting of the OIE Collaborating Centres and Reference Laboratories, held in Florianopolis, Brazil, in November 2006, included recommendations in support of the twinning concept, such as :

- | | Country | Ref. Laboratories |
|--|--|-------------------|
| <ul style="list-style-type: none"> ▪ The OIE is committed to promoting global animal health by assisting developing and transitional countries to acquire and apply good governance to enable compliance with the application of the guidelines, recommendations and international standards of the OIE, ▪ There is an urgent need to establish more OIE Reference Laboratories and Collaborating Centres in developing and in-transition countries to strengthen the veterinary scientific communities in these countries such that they could assist in the preparation of OIE guidelines, recommendations and standards, and face new threats linked to globalisation and climatic changes, | Australia | 8 |
| | Canada | 15 |
| | France | 16 |
| | Germany | 12 |
| | Italy | 9 |
| | Japan | 13 |
| | South Africa | 6 |
| | United Kingdom | 30 |
| | United States of America | 25 |
| | <i>Countries with the highest number of OIE Reference laboratories/laboratory facilities (2007).</i> | |
- Twinning between OIE Reference Laboratories and candidate laboratories within developing and transitional countries would lead to a more even geographical distribution of expertise, and the establishment of more Reference Laboratories would render easier access to expertise for the rapid detection and diagnosis of diseases.

Dr Brückner also reminded the audience that provision of (regional) training is part of the obligations of any OIE Collaborating Center or Reference Laboratory. Hence, the needs of the region should be taken into account when defining where and on what to recognize reference institutions, and this definition of priorities should be done with the involvement of the OIE Regional Commission for Africa.

Thereafter Dr Brückner explained which are the specific roles of the different players in any twinning arrangement, i.e. the OIE, the existing OIE Reference Laboratory or Collaborating Center (*parent*) and the interested national laboratories (*candidate*). He also referred to the budget allocations for the projects, which are covered by the OIE World Animal Health and Welfare Fund, and highlighted all project risks which should be considered and analysed before starting the process.

Dr Brückner ended by giving an overview of the ongoing or expected (potential) OIE potential twinning projects :

- To date 13 proposals have been received
- Two proposals have been formally signed
- Candidate laboratories come mostly from Middle and South Asia, Russia, and Africa
- The most favoured diseases regarding twinning are AI, ND, FMD and brucellosis
- More agreements are needed on RVF, certain aquatic diseases, AI (especially in Africa and South America).

DISCUSSION

Dr. Musa Fanikiso, on behalf of Botswana, asked whether the twinning concept could not be extended to other animal disease agents, such as e.g. toxic residues. He also wondered what the capacity of the Sub-regional Representation would be to conduct capacity building activities. He endorsed the idea to organise a workshop on import-export certification in the SADC region, despite the WTO's round on capacity building seminars on this topic.

Dr. Abdourahim Faharoudine, OIE Delegate of the Comores, referred to the recent clinical case of RVF in a child (ex-Mayotte, no animal cases reported) and asked how OIE could assist in clarifying the issue. Dr. Otto Hübschle, delegate from Namibia, recalled a similar situation in Namibia where human cases were reported, in absence of serological evidence of virus circulation in animals.

Dr. William Olaho-Mukani, on behalf of Uganda, appealed for a more OIE-driven twinning programme, instead of the current demand-driven approach, and raised the issue of lacking laboratory reagents. This request was underwritten by the delegate from Rwanda, Dr. Theophile Rutagwenda, who requested more hands-on advice on how to progress towards twinning agreements.

The speakers of the OIE then replied to the questions and comments.

On the twinning issue, Dr. Gideon Brückner stated that in principle, twinning could apply to any subject that is covered by either an OIE Reference Laboratory or an OIE Collaborating Center, though one would have to assess to what extent and which residues would come under the OIE mandate and which under the Codex mandate. Whether the process could be more OIE-driven remains doubtful, as it would be hard to imagine any type of imposed twinning agreement, emanating from the OIE head office, purely based on geo-strategic or disease-strategic considerations. Both the Reference facility (Lab or Center) and the national facility would inevitably have to agree on the mutual benefits.

Dr. P. Bastiaensen replied to the comments made by the delegate from Botswana. He clarified that the Sub-Regional Representation does not have the in-house technical capacity to run such capacity-building programmes, but assists in identifying training subjects and coordinates the provision of experts to run these activities, either from within OIE (headquarters) or outside. Regarding the WTO workshop that was held recently in Zambia, he pointed out that this workshop was focussing on English-speaking COMESA member countries only, and that similar workshops would follow in the SADC region. He also informed participants that these workshops were very much of a general nature, dealing mostly with the WTO agenda and only marginally with the technical issues of Codex Alimentarius, OIE and IPPC. Dr. P. Bastiaensen further indicated to the delegate of the Comores that every OIE member country has the right to request emergency assistance from the OIE, though in this particular case this would have been difficult as no declaration of animal disease occurrence was made. He also suggested to seek assistance from FAO, possibly through the TCP format. He added that the Sub-regional Representation is looking at possible additional training on epidemiological and entomological aspects for RVF in 2009.

[It was later decided to extend an invitation for the upcoming training session on laboratory serological diagnosis of RVF to the Comores]

In a second round of questions, the Delegate from South Africa, Dr. Bothle Michael Modisane enquired about the inclusion of proficiency testing in the twinning agreements, now mostly the result of bilateral agreements between laboratories. On the matter of the OIE Sub-Regional capacity building programme, he wanted to know to what extent this programme reflected the SADC (secretariat's) identified needs or whether it went beyond.

The Delegate from Lesotho, Mrs Dr. Marosi Molomo stressed that there was indeed need to harmonise SPS-related measures between countries and to align them (in terms of animal health) with the OIE standards.

The Delegate from Zimbabwe, Dr. Stuart Hargreaves, suggested that the scope of twinning be enlarged to veterinary education (twinning between veterinary schools and faculties) and also suggested that capacity building should be conducted on the quality-testing of vaccines.

Dr. Gideon Brückner replied that twinning agreements would no doubt include proficiency testing as an important tool to enhance capacity and quality assurance in the candidate laboratory and recommended that requests emanating from the SADC region, would somehow reflect identified needs of the SADC region, though he stressed that OIE's accreditation bears an international scope, therefore a OIE Reference Laboratory in the SADC region would not just be working for SADC member countries, but for the whole of Africa, if not beyond.

Dr. P. Bastiaensen added that the capacity building programme had been discussed at SADC FANR level, but that the Sub-Regional Representation was hoping that SADC member states too would gain ownership of the programme.

CAPACITY BUILDING
&
GOOD GOVERNANCE

AN INTRODUCTION TO THE OIE PERFORMANCE OF VETERINARY SERVICES TOOL (OIE-PVS) AND LESSONS LEARNT

Gaston Funes

Deputy Head
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Dr Gaston Funes presented and explained OIE PVS process, how does it work, which are its objectives and the benefits for OIE Member Countries. He mentioned some key factors regarding the OIE that are, at the end, together with the objectives of the OIE, the fundamental basis that greatly support or justify the OIE PVS process, stressing that the new broader OIE mandate of “improving animal health worldwide” can only be achieved with Good Governance of the Veterinary Services globally.

Among the OIE objectives he highlighted the one referred to the provision of expertise and international solidarity in the control of animal diseases, for which the OIE provides technical support to Members requesting assistance with animal disease control and eradication operations, including diseases transmissible to humans. The OIE notably offers expertise to the poorest countries to help them control animal diseases that cause livestock losses, present a risk to public health and threaten other Members.

The OIE has a permanent contact to international regional and national financial organizations in order to convince them to invest more and better on the in the improvement of control of animal diseases and zoonoses.

The OIE considers Veterinary Services are a Global Public Good with beneficial effects for poverty alleviation, securing assets (capital, animal), Public Health (food safety and food security), increasing productivity and market access: local, regional and international.

The OIE-PVS is a tool that allows to measure or to assess the conformity or compliance of National Veterinary Services in their performance with the OIE international standards on quality. The OIE PVS Tool refers to and includes the criteria, concepts and guidelines of the OIE Terrestrial Code, namely Chapter 1.3.3. on “Evaluation of VSs”, and Chapter 1.3.4. on “Guidelines for the evaluation of VSs”. This tool, as well as the OIE PVS procedure were adopted by consensus by the 172 OIE Member in the OIE General Session in 2006.

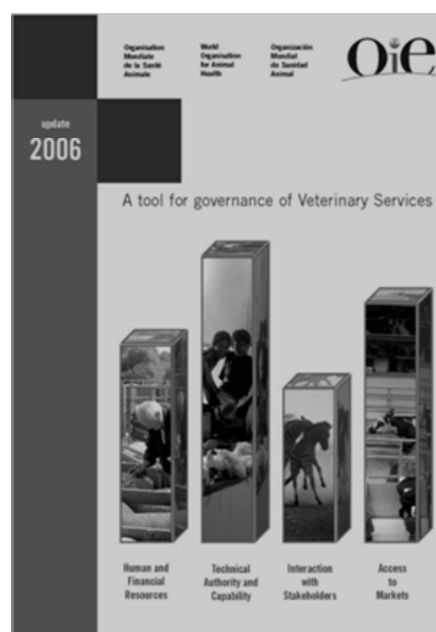
Countries are encouraged to use OIE-PVS tool in continuously monitoring the performance and improvement on Veterinary Services in partnership with private stakeholders. Progressive improvements could be identified by comparing findings in follow up evaluations.

Dr Funes also commented that the OIE is encouraging trading partners to use the OIE-PVS tool when establishing bilateral equivalence agreements.

The impartial and independent evaluation of Veterinary Services by certified OIE assessors has gained the recognition of donors and international organisations as the official evaluation of Veterinary Services.

Evidences and findings of the evaluations are the basis for gap identification and gap analysis, which should support the development of priority investment projects which could be implemented through different channels and with different objectives, such:

- internal use addressed through national funds for self-improvements; through the allocation of additional budgetary parties;
- external use for financial support through funds from international donors;



- use for credibility in international trade, ensuring confidence and reliability of international export certificates;

Following with the objectives and the outcomes of an evaluation, specific references within the OIE Code to the evaluations of VSs could be found in Chapter 1.3.4.1. regarding the purpose of the evaluation; which could be:

- to assist the decision making policy level National Authorities on the priority investments for their own Veterinary Services (that means the objective of a self-evaluation), or
- to assist the risk analysis process in international trade, for which official sanitary controls and mitigation risk measures apply.

The OIE PVS Tool covers all the topics relevant to Veterinary Services, as defined in the Terrestrial Code. The evaluation is not an audit or inspection in the traditional sense, for example as employed by importing countries as a prerequisite to establishing trade conditions. Rather it allows for the visiting team and the host country to conduct a joint review taking account of the local situation and coherent with the goals and objectives of the host country.

This is quite new and different from other evaluations and audits. The goal is to identify gaps in performance in relation to the OIE standards on quality and priority actions to improve performance in these areas.

It embodies a positive approach, working in partnership with the host country so that there is ownership of the report by the country evaluated.

It is systematically used on a voluntary basis and at the request of OIE Members.

Dr Funes introduced the structure of OIE PVS Tool, composed by 4 Fundamental Components which cover general aspect, and which include specific critical competencies. He explained that the tool was evolved and improved with feed back from evaluators, and he also commented that a Manual for the evaluators as well as specific indicators for a better measuring of each critical competence were developed by the OIE. Such documents are not public currently but reserved just for OIE PVS certified experts.

He explained some key aspects of the OIE PVS approach, stressing that it is an independent evaluation on a voluntary basis upon request from countries carried out by experts trained and certified by the OIE; which is based on facts and evidences; outcomes and reports are confidential and can not be shared by the OIE with third parties without express authorisation from the evaluated countries; being also a prerequisite and a guide in helping countries request national and/or international financial support needed to make improvements

Dr Funes showed all steps of the OIE-PVS procedure as follows:

1. Official request of the PVS evaluation from the country (preferably from the OIE Delegate) to the OIE Director General;
2. Proposal from the OIE Director General to the country regarding the selection of OIE-PVS certified experts and dates for carrying out the evaluation mission;
3. Official acceptance from the country to the OIE of the OIE proposal;
4. Preparation and conduct of the PVS evaluation mission by the OIE team (on behalf of the OIE), in collaboration with the evaluated country;
5. Preparation of draft PVS report by the OIE Team Leader and submission of such a report to the OIE Director General;
6. Peer review of the PVS report following the OIE procedures;
7. Submission of the draft PVS report from the OIE to the evaluated country for its comments/agreement on the final version;
8. Authorization by the evaluated country for the OIE to release the final PVS report and any conditions placed on this release (eg only to OIE partners);
9. Transfer of final PVS reports from OIE to partners (FAO) and donors;

Finally, Dr Funes presented the status of the OIE-PVS Programme, globally and more in detail for the specific region of SADC. He remarked some lessons learnt during the first year of implementation of the programme and stressed the necessity of a better coordination between the countries and the team of experts and a deeper involvement from the countries during the prior preparation of the missions as well as when finalising and agreeing the PVS reports and its authorisation for release their confidentiality.

DISCUSSION

The OIE Delegate from Namibia, Dr. Otto Hübschle raised the problem of smaller member states (such as Namibia) that don't boast their own veterinary training facilities and are therefore dependent to send out their own students to foreign universities and/or recruit veterinarians holding a foreign veterinary diploma. He specifically mentioned that as far as he knew there was no international standardised, objective system in place to recognise veterinary qualifications, thus making it difficult for countries such as Namibia, to accept some diplomas and reject others. He wondered whether the PVS evaluations could be useful in establishing some kind of measure for the appropriate level of qualifications required.

The Delegate from Swaziland and President of the OIE Regional Commission for Africa, Dr. Robert Thwala, reiterated Zimbabwe's earlier concerns over the usefulness of advocating good governance of Veterinary Services when there is a lack of good governance at other levels. He also enquired about similar approaches to periodically evaluate OIE reference laboratories and added his voice to the question raised by Namibia on the evaluation of veterinary curriculae.



The OIE Delegate for Namibia, Dr Otto Hübschle († June 2008)

The Representative of the *South African Veterinary Council* (SAVC), Dr. Rebone Moerane informed participants about ongoing efforts in South Africa in terms of accreditation of veterinary training institutions and insisted that veterinary councils (Veterinary Statutory Bodies) should be included in this review process, thus referring to the announcement by the OIE Director – General that this issue would be dealt with during an upcoming conference of deans of veterinary schools.

Dr. Gideon Brückner, on behalf of OIE, agreed and repeated earlier statements by the OIE Director – General that accreditation of diplomas is foremost a matter for veterinary councils.

**EVALUATION OF VETERINARY SERVICES IN OIE MEMBER STATES
- EXPERIENCE GATHERED -**

Patrick Bastiaensen

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Dr. P. Bastiaensen, in his capacity as PVS assessor, presented some very personal experiences acquired over the last year in conducting PVS missions and peer-reviewing other teams' evaluation reports, while keeping within the boundaries of the confidentiality which govern OIE PVS reports.

He started by reiterating some of the basic principles of the PVS programme, including the aforementioned confidentiality, but also the scope of evaluations, and the fact that there is no established threshold for satisfactory or poor Veterinary Services (this depends very much on the country's own priorities), nor attempt to compare countries between them.

He then went on to discuss reasons why country's had applied for PVS missions (trade, regional integration, common markets, investment prospects, self-evaluation,...) and then presented the various methodological tools used during the evaluations : documentary review, interviews, group discussions, observations,...; as well as the methodological attitude used during these missions (thorough, but not confrontational, courteous, but not complacent) and the selection of sites to be visited. He presented a shortlist of institutions and professionals that in his view, should be dealt with during such assessments and also listed some constraints that might arise (the main one being the language barrier). He briefly discussed the chronology of a PVS evaluation process, the important briefing and de-briefing meetings with the national administration and veterinary staff and ended with the principles governing the drafting of the report.

In the second part of his presentation he discussed a sample of 'critical competencies' (e.g. contingency funding) and shared his experiences in understanding the full scope of the definitions used, the problems encountered in collecting information and some of the usual outcomes of these assessments.

He ended by presenting the progress of the PVS programme in the SADC region and invited other PVS assessors present at the meeting, as well as representatives of countries that had already undergone a PVS assessment, to share their experiences with the participants.



Veterinary para-professional in a public veterinary surgery in the Pacific © OIE - P. Bastiaensen (2007)

**FORMULATING NATIONAL VETERINARY LEGISLATION
IN ACCORDANCE WITH OIE INTERNATIONAL STANDARDS**

Gideon Brückner

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Dr. Gideon Brückner, in his capacity as OIE Deputy Director-General, presented the new programme on which the OIE has recently embarked : the support to the modernisation of veterinary legislation in Africa. He briefly presented some of the key provisions of the OIE Terrestrial Animal Health Code that have legal implications (including the SPS-related provisions and the dispute settlement provisions) and went on to discuss what OIE would expect national legislation to take on board. First of all, he listed the fundamental mission of any (quality) veterinary service : professional judgement, independence, impartiality, integrity and objectivity. He then discussed the scope of activities of Veterinary Services that should be translated into legislative powers for the Veterinary Services; these are : animal disease control (terrestrial and aquatic animals), meat hygiene & veterinary public health, veterinary medicines, wildlife, veterinary professionals and para-professionals, animal production, biotechnology & genetics, and animal identification.

In the second part of his presentation, Dr. Brückner introduced the OIE's Model Veterinary Legislation programme which was developed as a spin-off of the OIE's ongoing PVS programme and aims to respond to member countries' requests for guidance to set up or to modernise veterinary legislation. The first phase of the programme was launched in October 2007. Dr. P. Bastiaensen is the focal point of the programme for Africa and is assisted by two consultants : Dr. Martial Petitclerc (French-speaking countries) and Dr. Hugo Van Niekerk (English-speaking countries).

The first phase included a round of selected countries to examine the different models in place today. The recommendations from the consultants would then assist pilot countries wishing to set up / modernise national legislation. In a second phase, a generic model legislation will be prepared for all OIE Members. This model veterinary legislation paper or framework will not become part of the Terrestrial Code but will be published and posted on the OIE website, in a similar fashion as the PVS tool. As such, the framework will become a useful support tool for assessors to conduct PVS missions (only terrestrial animals will be dealt with at this stage, in line with the provisions of the OIE Terrestrial Animal Health Code).

Key elements, likely to be covered in this generic model are : the general framework, veterinary infrastructures and prerogatives, animal health, veterinary public health, animal feeding, import/export of animals and products, animal welfare, and controls over para-veterinary activities. Administrative and legal formats being different from country to country, to OIE will focus on the key technical concepts that should be included in legislation (such as e.g. the chain of command, decision-making based on science and risk management principles etc).

Today, information regarding this programme was sent to 25 francophone and 21 anglophone African countries. Seven (7) countries have been or will be visited as part of the pilot phase.

Dr. Brückner concluded by announcing that the draft reports of the consultants will be discussed at the OIE Regional Commission for Africa meeting in May 2008.

DISCUSSION

Regarding Dr. Bastiaensen's presentation, the Delegate from Malawi, Dr. Patrick Benson Chikungwa (this country has already gone through the PVS) pointed out that the feed-back to the country, i.e. the time it takes OIE to submit the draft report to the country, is critical. He also wondered whether the 2007 version of the PVS tool (with new critical competencies being introduced) meant that earlier PVS missions (based on the 2006 version) would be invalidated.

The Delegate from Uganda, Dr. William Olaho-Mukani asked where exactly veterinary research is dealt with in the PVS and what would be the likely frequency of follow-up missions. On the issue of whether fisheries should be dealt with under the PVS (which is based on the Terrestrial Animal Health Code), he pointed out that in Uganda, inspection of fisheries products now falls under the authority of the Veterinary Services, which was not the case before.

The Delegate from South Africa, Dr. Bothle Michael Modisane disagreed that South Africa be regarded as a federalised country and went on to comment on the general problems raised by the speaker on how to deal with federal and state Veterinary Services. He pointed out that while legislation in such countries might indeed be difficult to reconcile with the guidelines of the OIE, one should not overrate its importance and rather look at how it is applied in the field in the framework of disease control.

The Director of the AU - *Centre for Ticks and Tick-Borne Disease* (CTTBD) in Malawi, Dr. Mishek Mulumba voiced his concern over the decreasing numbers of qualified veterinarians in the SADC region and predicted that the region would face serious shortages in the future if the problem is not addressed now. He further asked whether a country that has no public veterinary laboratory, but has a competent private lab, would still be considered favourably when it comes to the PVS assessment.

The Delegate from DRC, Dr. Honoré N'Leмба (this country has already gone through the PVS) wanted to know the speaker's personal opinion on whether a mission of 12 days for a country the size of DRC (visiting 3 provinces out of 11) had been enough to expect a reliable assessment. He also doubted that PVS reports were indeed kept confidential, and referred to recent import restrictions imposed by the EU-block against Brazil, arguably after a PVS mission was conducted there in 2007.



*Left : Dr Marosi Molomo (OIE Delegate from Lesotho).
Right : Dr Bernard Vallat, Dr Robert Thwala and Dr. Gideon Brückner © DAHP (MOA).*

The Delegate from Swaziland and President of the OIE Regional Commission for Africa, Dr. Robert Thwala, wanted to know what is exactly meant by peer-review (what is its scope) and what delays are given to do this.

The Delegate from Namibia, Dr. Otto Hübschle reiterated his earlier comments with regard to the recognition of veterinary qualifications and the role OIE could be playing in this area.

Both Dr. Vallat and Dr. Bastiaensen answered to the questions of the participants.

Regarding Malawi's questions, they acknowledged that delays do occur in the submission of the draft report to the country's veterinary administration because of the lengthy procedures and especially the peer-review process involved, but that the advantages of doing business this way still outweigh the disadvantages of the delays. In the case of Malawi, Dr. Gastón Funes added that the draft report of the Malawi PVS had been sent a couple of days earlier to the Malawi OIE delegate. It was also pointed out that the PVS evaluations conducted using the 2006 version were in no way inferior to the 2007 version, as all new topics formally added in the new version, had been dealt with informally by the assessors anyway.

As for Uganda's question, Dr. Vallat replied that veterinary research was not specifically dealt with in the PVS mission because it does not constitute a core activity of the Veterinary Services; veterinary research is usually discussed (if appropriate) when assessing stakeholder relationships. Furthermore, including veterinary research in the Veterinary Services core activities would dramatically increase the cost of any veterinary service and make it even harder to convince decision-makers to invest in these services.

Dr. Vallat briefly commented on South Africa's intervention in saying that e.g. in Brazil it has even been suggested to conduct state-level PVS missions.

Dr. Bastiaensen commented on Dr. Mulumba's questions, confirming that when looking at the age structure of (public) Veterinary Services (through the PVS missions conducted) one almost invariably notices that countries will face shortages within 10 years. As for the laboratory issue, he stated that the main points to keep in mind are transparency and accreditation; unless a private lab is accredited by the veterinary administration and is required to report all disease diagnoses to this administration, a PVS will not take much account of private labs, however competent they may be. He also gave the example of The Gambia, where public Veterinary Services do not have any elaborated disease diagnostic capacity, but are frequently assisted by the *International Trypanotolerance Center (ITC)*, based in Gambia.

Responding to Dr. N'Leмба's questions, he agreed that at first sight, 12 days would seem little to adequately cover a country the size of the DRC, but added that size is not the only factor. The homogeneity of the country's animal production systems, eco-geographical areas and Veterinary Services delivery systems, might justify to visit only 3 provinces and have an accurate idea of what happens nation-wide. In countries such as e.g. Brazil this would not be possible because of the heterogeneity of production systems and climate, characterised by a marked north-south gradient.

Dr. Gastón Funes responded to the question of the Delegate from Swaziland and briefly explained the purpose and processes involving peer-review, and added that over time, the peer-reviewers' scope of intervention has been extended from merely overlooking the format and consistency of format to actual analysis of the technical contents (coherence, accuracy, etc).

The points raised by the Delegate from Namibia were well noted and the Director-general reiterated his earlier comments on the matter.

TRADE OF LIVESTOCK
&
LIVESTOCK PRODUCTS

THE ABILITY OF COUNTRIES OF THE REGION TO COMPLY WITH THEIR SPS OBLIGATIONS

Gideon Brückner

Deputy Director-General
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Dr Gideon Brückner started his talk by explaining the link which exists between the OIE mandate and the WTO SPS Agreement, i.e. that OIE is the reference international organisation entrusted with ensuring the safe trade of animals and animal products. While the WTO advocates free and unhindered trade between countries, the SPS Agreement gives “Members [have] the right to take sanitary and phytosanitary measures necessary for the protection of human, animal or plant life or health, provided that such measures are not inconsistent with the provisions of this Agreement”. The OIE’s fourth global mandate is closely linked to achieving the objectives of the SPS Agreement as it states that : “Within its mandate under the SPS Agreement, to safeguard world trade by publishing animal health standards for international trade in animals and animal products”. Hence, both the OIE Code and the SPS Agreement basically aim to ensure that an imported commodity does not endanger the required level of protection for human and animal health in the importing country and that that exporting country may address the shortcomings indicated by the import risk analysis or negotiations and the ability to render the sanitary guarantees required by the importing country.

Dr Brückner insisted on the necessity for Member Countries to follow and apply OIE standards, and to harmonise their legislation with such science based standards. He also reiterated that countries may impose stricter conditions than those of the internationally accepted standards, but that these (additional) measures must be scientifically justified, e.g. through a risk assessment, but added that existing standards established within the Code should not be focus of any risk assessment (as these standards have been established on the basis of risk assessments).

In reference to the relevance of Code to the SPS Agreement, Dr Brückner claimed that there are many issues both in the Code and in the SPS Agreement that are complementary or are supporting to each other. The OIE Code is an instrument to facilitate trade in animals and animal products in a safe way. He then went on to highlight some of the trade-facilitating measures provided for under the OIE Terrestrial Code and the WTO SPS Agreement :

OIE :

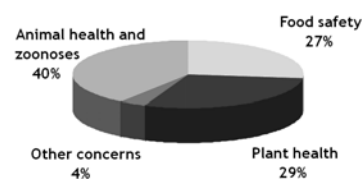
- Evaluation of Veterinary Services – phased-in approach – baseline for identifying areas for technical assistance
- Guidelines for equivalence – create opportunities to demonstrate achievement of ALOP even if not the same as in importing country
- Risk mitigation for trade-sensitive diseases – export of products from FMD infected country – assist developing countries in pathway towards full compliance – BSE – commodities safe for trade

WTO :

- Harmonisation – opportunity at SPS Committee to request review of standards
- Equivalence - Commitment in Doha Declaration – especially important to developing countries – processed goods
- Recognition of disease-free areas, regionalisation
- Opportunities to request Technical Assistance – STDF (Standards and Trade Development Facility) – Commitment from OIE/WTO/WHO/FAO & World Bank

He added that while the OIE Terrestrial Animal Health Code is sometimes perceived as being discriminatory against non-compliance, its strength is precisely that it is based on scientific principles and risk assessment and hence is all-or-none and uncompromising.

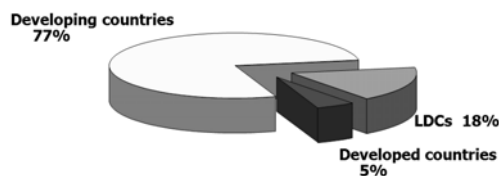
Referring to the equivalency principle embedded in the SPS Agreement, he added that this “*doing things differently to achieve the same goal*”- principle had been reiterated and strengthened in the Doha declaration, under article 4 of SPS Agreement. In line with this, risk mitigation procedures for trade, as recommended in the various OIE Code disease chapters aim to facilitate the application of equivalence, as e.g. for FMD (risk mitigation of products, such as meat, even from infected countries) and BSE (products that can be imported without restriction – even from infected countries). He also acknowledged that there is a need for the same approach to be applied for other trade sensitive diseases, whether at country, zone, compartment or even commodity level. He noted that FMD standards to be considered are not only found in the specific Chapter for FMD but also in other general Chapters (zoning, surveillance, etc), i.e. the Code should be taken as a holistic document and not be used in an isolated approach on a chapter by chapter basis.



Relevance of the OIE Code to WTO SPS concerns

Furthermore, he also pointed out that zoning itself should be taken as international standard and should not be re-negotiated. He remarked that people, including several OIE Delegates, often do not know the Code, or do not know how to use it properly and encouraged OIE Delegates to participate in SPS related matters and to attend all OIE meetings and to be more actively involved in the OIE standard setting process.

He also highlighted the sometimes blurry division line that exists between OIE and *Codex Alimentarius* issues. While OIE is the reference organisation for animal health issues for the WTO-SPS Agreement, when applying measures in relation to food safety, related standards (including those within the OIE Code) should be considered in connection to *Codex Alimentarius* standards.



He concluded by referring to the *Standards and Trade Development Facility* (STDF), established in 2002 (by OIE, WTO, FAO, WHO, and World bank) in support of article 4 of SPS Agreement (equivalency), which aims to strengthen the capacity of developing countries to meet SPS standards, adding that some of the OIE programmes funded under this facility are : (a) the training of OIE delegates, (b) the tool for the evaluation of Veterinary Services (PVS), and (c) the ALive programme (*African Livestock*).

Participation of countries in SPS training activities

He closed his speech by posing the question : what is already available from OIE side to move towards compliance with SPS obligations ? In his view the OIE offers the following support mechanisms :

- OIE international standards, guidelines and recommendations
- OIE mandate in respect of SPS Agreement
- OIE accepted role as facilitator – securing donor funding
- PVS evaluations
- Bringing OIE closer to home – regional and sub-regional representatives, regional animal health centres
- Inter-relationship with FAO, WHO, World Bank, AU, etc
- OIE democratic decision-making process for setting of standards
- The linkage between the *Public Good* and *One Health* concepts

THE CONCEPT OF COMPARTMENTALISATION

Stuart K. Hargreaves

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OIE Delegate

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Dr Stuart Hargreaves, in his capacity as Member of the OIE Code Commission, started out by recalling that zoning and compartmentalisation are procedures that can be implemented by a country under the provisions of chapter 1.3.5 of the Terrestrial Animal Health Code with a view to defining subpopulations of animals with a distinct health status within its territory for the purpose of disease control and/or international trade. While zoning applies to an animal subpopulation defined primarily on a geographical basis (using natural, artificial or legal boundaries), compartmentalisation applies to an animal subpopulation defined primarily by management and husbandry practices related to biosecurity.

Given the difficulty of establishing and maintaining a disease free status for an entire country, especially for diseases the entry of which is difficult to control through measures at national boundaries, there are benefits for establishing and maintaining a subpopulation with a distinct health status within a country for the purposes of disease control or trade in animals or animal products. This concept is not new, and some countries, have in the past, been trading animals and animal products from herds that had been certified free from a particular disease.

In Dr Hargreaves opinion, compartments are particularly relevant to animals that are reared under intensive management systems such as poultry that are housed indoors and separated from contact with their wild counterparts and other poultry not of the same health status.

He also pointed out that it is important to recognize the difference between a zone and a compartment, and the definitions as described in the Code :

- Zone : means a clearly defined part of a country containing an animal subpopulation with a distinct health status with respect to a specific disease for which required surveillance, control and biosecurity measures have been applied for the purpose of international trade
- Compartment : means one or more establishments under a common biosecurity management system containing an animal subpopulation with a distinct health status with respect to a specific disease or specific diseases for which required surveillance, control and biosecurity measures have been applied for the purpose of international trade.

In practice, this means that :

- A zone is defined primarily on a geographical basis (using natural, artificial or legal boundaries)
- A compartment is defined primarily by management and husbandry practices relating to biosecurity and industry is involved

Dr Hargreaves stressed the fact that whatever the approach chosen, the responsibility lies with the Veterinary Authority of the country concerned. Without a strong veterinary service, it is not possible to guarantee the biosecurity and integrity of a compartment.

While compartments are used to facilitate safe trade of animals and animal products and for disease control purposes, they also permit countries to focus resources, if limited, to specific areas which will enable safe trade to take place. The concept of compartmentalisation, as Dr Hargreaves sees it, is therefore very beneficial for developing countries where resources are limited and it is not possible to guarantee freedom from a particular disease throughout the whole country.

He went on to explain that compartments permit functional separation of wildlife from a subpopulation of animals that a zone cannot achieve.

In order for participants to fully understand the concepts of compartmentalization, he listed some general considerations.

For the purpose of trade of animals and animal products, there must be agreement between the importing and exporting country regarding the status of any particular compartment. The compartment must be established in conformance to guidelines specified in Chapter 1.3.5. of the Code.

Compartments should be developed according to the epidemiology of a particular disease or diseases. It is important that all listed diseases within a compartment are noted and reported. Any change in the disease status within a compartment may indicate that the integrity of a compartment has been broken.

As a compartment falls under the responsibility of the Veterinary Authority, the competence of the Veterinary Service is an important and fundamental consideration in ensuring the integrity of the compartment.

The diseases and animal density outside the compartment are also important, as they will determine the necessary biosecurity measures that need to be established to maintain the health status of the animal subpopulation within the compartment.

In order to ensure the integrity of a compartment it is important that there is a high degree of disease surveillance carried out in terms of Appendix 3.8.1., which specifies general considerations for surveillance. The specific surveillance guidelines in the Code for specific diseases should also be followed as required. The level of surveillance should be such that it will ensure early detection and rapid response to any disease outbreak.

It is also important that any specimens or samples collected for disease surveillance purposes must be analyzed at approved Veterinary Diagnostic Laboratories, using diagnostic tests as specified in the OIE Manual.

As compartments are based on biosecure management systems, there must be good cooperation between the Veterinary Authority and industry

Compartments may involve more than one establishment (place where animals are kept) and other infrastructure such as abattoirs and feed stores. All the establishments and infrastructure must be under the same standard of biosecurity and under one management system. Management is responsible for the day to day surveillance and monitoring, where as the Veterinary Authority is responsible for auditing the standard of biosecurity.

The establishment of a compartment depends on the development and implementation of a sound biosecurity plan that will ensure the separation of a particular animal subpopulation of a specific health status. The biosecure measures will depend on such issues as the epidemiology of a particular disease or diseases, environmental factors, animal densities inside and outside of the compartment, surveillance and disease risks. In order to maintain the status of the compartment there must be sufficient human, financial and material resources.

The fundamental requirement for application of a compartment is that the animal subpopulation within the compartment maintains a functional separation through biosecure management systems with no epidemiological links to other populations of risk.

A compartment must be clearly defined and all standard operating procedures to maintain its integrity well documented. The factors defining a compartment should be established by the Veterinary Authority on the basis of relevant criteria such as management and husbandry practices related to biosecurity, and made public through official channels.

Animal identification and traceability are important components of the biosecurity plan. Individual animals need to be identified, with the exception of such animals as day old chicks and broilers. All animal movements into, out of and within a compartment must be traceable and the history of the animals known. A high standard of management is required and records such as births, deaths, disease outbreaks, treatments, vaccinations, feed sources must be maintained.

Disease surveillance and reporting, both within and outside the compartment are necessary to ensure early detection and rapid control of any disease outbreak.

The compartment must be under the supervision and control of the Veterinary Authority which will conduct appropriate audits of the biosecure management system used to maintain the animal subpopulation in a particular status of health.

There is no single sequence of steps to establish a compartment, but based on discussions with a particular industry, the exporting country may establish a compartment that operates under a common biosecure management system. Compartments are best established before a particular disease outbreak occurs.

The Veterinary Authority of the exporting country audits the biosecure management systems to ensure that the subpopulation of animals within the compartment can be maintained in a particular health status.

Before entering into an agreement with the exporting country, the importing country evaluates the biosecurity management system involving the compartment and the potential disease risks that may result from trade.

The Veterinary Authority of the exporting and importing county should enter into an agreement recognizing the compartment.

He concluded his presentation by focusing on what guidelines and standards are currently available:

- Chapter 1.3.5 on zoning/compartmentalisation
- General guidelines on compartmentalisation
- Checklist on the use of compartmentalisation for (N)AI & ND (not an OIE standard)

It is the intention of the OIE to develop general guidelines for compartments before giving consideration to the development of compartments for specific diseases. He ended by announcing that the OIE will be evaluating the possible application of compartments regarding such diseases as foot and mouth disease and vector borne diseases.

ACCESS TO REGIONAL AND GLOBAL MARKETS FOR ALL : A NEW PRIORITY FOR THE OIE

Bernard Vallat

Director-General
World Organisation for Animal Health
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The OIE Director-General briefly pointed to the OIE's key historical references and the shift from the traditional mandates to the new mandates, as enshrined in the Organisation's 4th Strategic Plan 2006 – 2010. The OIE objectives on animal health information, the activities of Veterinary Services and the development of international standards were briefly discussed, after which Dr. Vallat went on to explain the OIE's role as one of the three International Standard Setting Organisations (ISSO) recognised by the WTO within the framework of the Sanitary and Phyto-sanitary Agreement (SPS). He explained the pathway that leads to the final approval of international standards by the OIE International Committee and presented the various publications of the OIE with regard to these standards : the Terrestrial & Aquatic Animal Health Codes (containing disease standards) and the Terrestrial & Aquatic Manuals (containing techniques for diagnosis and quality requirements for vaccines).

On the new concept of commodity-based trade, he first pointed out that the international standards are prepared on the basis of a meticulous risk analysis and that importing countries need to reduce the use of arbitrary risk analysis methods, and should systematically adopt OIE standards. He also pointed out that international standards are based on the premise that “zero risk” is not achievable, nor justified, and that various chapters in the Code already deal with safe trade on a commodity-basis.



He also announced that OIE was looking into ways to improve the presentation and user-friendliness of the standards, e.g. by separating standards for trade in live animals from those for commodities and providing sufficiently detailed information on products that have been processed to render them safe, regardless of the country's animal health status. In doing so, the OIE will have to keep abreast of best practices in industrial and food technologies and closely follow scientific advances in the understanding of pathogen behaviour and inactivation.

In the second part of his presentation, he presented the Organisation's campaign to improve on the development and application of international standards. He stated that the OIE would advocate a change of attitude that presently results in countries loyally reporting to OIE being punished

by indiscriminate import bans, while less transparent OIE member countries keep a low profile. He again pointed out that such indiscriminate import ban (also referring to the SPS Agreement) is only justified as an interim measure, while awaiting precise information. Thereafter, bans should be lifted and replaced by protection measures based on OIE standards and recommendations on each commodity as quickly as possible. In addition, the OIE would encourage the development of new research programmes on important trade issues such as e.g. a better knowledge of the conditions under which FMD virus survives or not during meat maturation. He nevertheless warned against an approach based solely on pathogen inactivation, which could lead to relaxing efforts to prevent and control animal diseases based on surveillance at the source.

On the issue of good governance, Dr Vallat stressed the need for appropriate legislation and implementation through national animal health systems, in order to provide guidance on early detection, transparency, notification, rapid response to animal disease outbreaks, biosecurity, compensation, vaccination when appropriate, and the set-up and maintenance of efficient epidemio-surveillance networks and territorial meshing throughout the entire national territory, potentially for all animal diseases.... He reiterated that whatever the degree of private entrepreneurship in animal disease control, this task clearly remains a task for any country's government and he hoped that the concept of 'Quality of Services' would eventually be adopted by all OIE members.

He ended his address by explaining that Veterinary Services are increasingly regarded as a “global public good”, whose benefits extend to all countries, people and generations. In the case of eradication of infectious diseases, the benefits are indeed international and inter-generational in scope (e.g. HPAI), countries depend on each other, inadequate action by a single country can jeopardize others, and failure of one country to adequately address a major epizootic may even endanger the planet. This concept has made its way into the donor-community, which is now increasingly inclined to fund e.g. compensation schemes for farmers.

APPLICABILITY OF THE CONCEPT OF TRACEABILITY OF LIVESTOCK AND LIVESTOCK PRODUCTS IN AFRICA

Musa Fanikiso

Member of the OIE *Ad-hoc* group on Identification and Traceability of Live Animals.

OIE Delegate

Director of the Department of Veterinary Services

Ministry of Agriculture

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Dr Musa Fanikiso, in his capacity as Member of the OIE *Ad-hoc* group on Identification and Traceability of Live Animals, started by recalling that traceability has become a subject of global interest since the onset of the BSE, FMD, and (other) food safety scares in the past decade. There is a strong relation between animal identification and the traceability of animals and products of animal origin. Both animal identification and animal traceability are tools for addressing animal health (including zoonoses) and food safety.

While the interest (in Africa, as elsewhere) in traceability might be of recent date, animal identification in Africa is not. It has been used for various reasons which include although not limited to: ownership, genetic improvement, stock theft control and country of origin-rules. In Botswana branding has been applied for decades, and Namibia is well-experienced in the use of ear tags.

At global level the key players in animal identification and traceability are the *World Organisation for Animal Health* (OIE) and the *Codex Alimentarius* Commission (CAC). The OIE established an *Ad hoc* Group on *Animal Identification and Traceability* in 2005. Basic principles on which everyone can agree are the following : the objectives of animal identification and animal traceability for a particular country, zone or compartment and the approach used should be clearly defined following:

- an assessment of the risks to be addressed and other factors such as
- animal and public health considerations,
- animal population,
- movement patterns,
- available technologies,
- trade in animals and animal products, etc;

...and that animal identification and animal traceability should be under the responsibility of the *Veterinary Authority*.

The *Veterinary Authority* with other relevant government agencies and in consultation with the private sector, should establish a legal framework for the implementation and enforcement of animal traceability in the country. In doing so, the relevant international standards and obligations should be taken into account. Referring to the principle of equivalency under the SPS Agreement, he stated that equivalent outcomes (based on *performance criteria* rather than identical system based on *design criteria*) should form the basis for comparison of animal identification and traceability systems.

In his view, key elements or characteristics of a good animal identification system are : (a) well-defined desired outcomes; (b) well-defined scope; (c) performance; (d) registration procedures; (e) standardized documentation; (f) commercial arrangements; and (g) modern legal framework and penalties.

He then asked the question that would be on everyone's lips : is it possible to apply animal identification and traceability in Africa? His answer was univoquely : 'yes', referring to the examples of Namibia (with strong private sector participation) and Botswana (with strong public sector involvement). But he also admitted that the uncontrolled movement of livestock remains a major challenge in Africa, especially in terms of transhumance; a problem to which there is unfortunately no quick fix.

He recommended that at OIE level, (Sub)Regional Representations should help countries to implement identification and traceability systems, and that the OIE should promote further research into such systems. For countries, he recommended that above all, one should aim for overall strengthening of the Veterinary Services, after which studies could be conducted into the feasibility of traceability systems and approaches.

Dr Fanikiso concluded that animal identification and traceability is an imperative for effectively participating in international trade. For this to happen, a sound Veterinary Authority and appropriate legal instruments are essential.

He commented that guidelines on acceptable traceability systems, which could be useful for African countries, are available in various OIE publications, and pointed out that some African countries are already implementing such systems. He expressed the wish that Africa would benefit from its own *Centre of Excellence* on this subject, to help countries move forward, and that a regional project could be developed to assess the in-country situation within the SADC region.

DISCUSSION

Regarding Dr. Brückner's presentation, the Delegate from Namibia, Dr. Otto Hübschle referred to the exports from FMD-free zones in Namibia and Botswana to the EU-block. He criticised the EU for not only exceeding OIE standards, but not even applying its own standards, as set out by the *European Food Safety Agency* (EFSA). He gave the example of European risk-assessment guidelines for exports of deboned meat from zones where vaccination against FMD is not applied.

Regarding the presentation by Dr. Hargreaves, the Delegate from Botswana, Dr. Musa Fanikiso asked Dr. Hargreaves to specify what exactly is meant (in legal terms) by "zone" and "boundary". He also wondered what exactly entails the notion of "single management" when dealing with compartmentalisation.

The Delegate from the Comoros, Dr. Abdourahim Faharoudine, explained that his country covers a mere 2,232 km² and that around 300 heads of cattle are imported on a monthly basis from a neighbouring country. Since his country is free of most major epizootic diseases, he wondered what could be done to ensure the sanitary safety of the animals imported.

The Delegate from South Africa, Dr. Bothle Michael Modisane, reiterated the point made by Dr. Fanikiso from Botswana with regard to compartments and asked whether 2 or more management systems (in the sense of companies) would be incompatible with establishing one single compartment. He also wondered whether several recognised compartments could be linked to each other.

The Delegate from Swaziland, Dr. Robert Thwala, picked-up on the question of Dr. Fanikiso from Botswana on the definition of "zone". He pointed out that for a zone to gain legal recognition, any zone and delimitations would best be gazetted (government gazette of approved legislation).

In response to Dr Vallat's presentation, the Representative of the Malawi Veterinary Association, Mrs Dr Leticia Karim, voiced her concerns over the lack of preparedness of the Veterinary Services against avian influenza and stated that the prospects for compensation would prove to be essential to ensure the full cooperation of poultry farmers in Malawi.

On the issue of commodity-based trade, the delegate from South Africa, Dr. Bothle Michael Modisane, stated that while he agrees in principle with this type of trade approach, he also wondered what control mechanism would ensure that inactivation protocols are indeed applied.



*Left : Dr Stuart Hargreaves (Zimbabwe, OIE Code Commission).
Right : Dr George Matlho (BVI), Drs. Kerapetse Sebularo and Kekgonne Baipoledi (MoA, Botswana). © DAHP (MoA)*

The Delegate from Swaziland and President of the OIE Regional Commission for Africa, Dr. Robert Thwala, added that one should ensure that new developments such as the private voluntary standards and commodity-based trade will not be detrimental to the base-line veterinary surveillance at producers level.

The Delegate from Mauritius, Dr. Deodass Meenowa requested some ore clarifications on the compensation issue in the light of animal disease control now being perceived as an international public good.

Dr. Bernard Vallat, on behalf of Dr. Brückner who had to leave the seminar to travel back to Paris, replied to the question of Dr. Otto Hübschle from Namibia and promises to take the matter to the European Commission in Brussels if there were to be sufficient grounds to assume that the EU-block's demands with regard to Namibia were un-reasonable or even contrary to their own food safety guidelines.

Dr. Stuart Hargreaves replied to the comments made by Botswana, Comoros, South Africa and Swaziland, in saying that a “zone” means a clearly defined part of a territory containing an animal subpopulation with a distinct health status with respect to a specific disease for which required surveillance, control and biosecurity measures have been applied for the purpose of international trade, while a “boundary” can be defined, based on legal boundaries (national frontiers, provincial or state borders), natural boundaries (e.g. rivers, mountain escarpments) or artificial boundaries (e.g. degree latitude or game fences, surrounding national parks or conservation areas). Whatever the choice may be, what matters is that it is recognised and accepted by all, and made public through official channels, or indeed gazetted, as suggested by Dr Thwala. When talking about compartmentalisation, “*single management*” refers to the entire production chain within a particular compartment. Several farms, geographically distinct, may be recognised as a single compartment, if they are managed under the same management (e.g. same company), applying the same biosecurity measures in what is basically a closed (integrated) production system. Whether two distinct management systems could be recognized as one compartment, as suggested by the Delegate from South Africa, would require some looking into, but is not excluded, as the definition of compartment refers to “*an animal subpopulation contained in one or more establishments under a common biosecurity management system*” The same would then apply for two (or more) recognized companies, forming one compartment, and they would have to apply the same common bio secure standards. It remains to be seen what the comparative advantage of this type of aggregation would be, since the ‘commercial’ incentive for such compartments is clearly the mutual interest between an exporting company and an importing company.

Dr. Bernard Vallat responded to the questions raised following his own presentation on market access, stressing the need for sustaining the Veterinary Services, whatever the type of commodity-based quality control system in place (HACCP or others), adding that no commodity based pathogenic agent inactivation, will ever be capable to detect or address all disease problems that arise during the production phase, e.g. antibiotic residues to name but one. In reply to the questions raised regarding compensation, he pointed out that any disease control programme requiring stamping out or compulsory culling will fail if compensation is not adequately addressed, adding that donors who used to reject funding compensation funds, are now warming up to the idea, because they realise that the benefits indeed exceed the mere farmer or the national economy, but can contribute to achieving a global public good in very much the same way as the protection of the rainforests in Brasil or elsewhere will contribute to a global public good.

REGIONAL ACTIVITIES
IN ANIMAL HEALTH

CREATION OF THE OIE/FAO JOINT REGIONAL ANIMAL HEALTH CENTRE

*Bonaventure Mtei & Patrick Bastiaensen **

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Dr. Bonaventure Mtei, OIE Sub-Regional Representative for Southern Africa, presented this joint OIE-FAO presentation also on behalf of the FAO Regional ECTAD manager for Southern Africa, Dr. Susanne Münstermann.

Dr. Mtei started by enumerating the events that led to the establishment of *Regional Animal Health Centers* worldwide and in particular in Africa (bird flu in South-east Asia, the establishment of the GF-TAD agreement between OIE and FAO and the introduction of bird flu onto the African continent in 2006). From this point of view, the RAHC's main tasks would be to coordinate avian influenza related actions between international and continental implementing agencies (short-term) and to put the GF-Tads Agreement to work at regional and sub-regional level (mid to long term). He also presented the RAHC's overall set-up, with the involvement of continental technical agencies (AU-IBAR in Africa) and the involvement of Regional Economic Communities, such as e.g. ECOWAS or SADC. He went on to stress that *Regional Animal Health Centers* are not to be regarded as institutions. They are merely a coordination mechanism, whereby each partner organisation maintains its core activities and financial independence. Additionally, they might submit joint proposals to implement or support activities in the area of animal health which have a regional dimension (therefore, foremost trans-boundary diseases). As far as Africa is concerned the joint activities are based on a separation of tasks and identification of synergies, as agreed between OIE and FAO and must produce added value to the collaboration between OIE and FAO. For the time being, the focus remains on highly pathogenic avian influenza (FAO) and on the strengthening of Veterinary Services (OIE), including good governance and capacity building. Future continental inputs (by IBAR, not yet on board) would likely focus on area-wide (regional) disease control strategies (mainly HPAI), harmonisation of legislation and livestock policies, including capacity building and information management and dissemination. In Southern Africa, the situation was presented as follows : The OIE Sub-Regional Representation for Southern Africa has been established in Gaborone in late 2005, the FAO Sub-regional ECTAD antenna has been established since mid-2007 and operational modalities have been agreed between FAO Harare (SAFR), FAO Johannesburg (RIACSO) and FAO Gaborone (ECTAD). The draft Memorandum of Understanding between FAO and OIE is under review and will probably be signed before the end of February 2008.

Dr. Mtei then went on to present the Center's activities, focussing mostly on joint and FAO activities, since most OIE activities had already been presented by Dr. Bastiaensen during the first day of the seminar. FAO activities would include the FAO component within the SADC – FMD Project (EC funded) to contribute to the development of the regional TAD control strategy, the FAO component within the SADC – TAD Project (AfDB funded), the ad hoc responses to requests from SADC Member States (e.g. ASF in Mauritius), the facilitation of the SADC JTC meetings (HPAI), the SADC Laboratory Sub-Committee meetings and SADC Epidemiology and Informatics Sub-Committee meetings, always with focus on avian influenza. As for joint programmes, Dr. Mtei mentioned that the first meeting of the SADC *Joint Technical Committee on Regional Preparedness and Prevention of Highly Pathogenic Avian Influenza* (Tanzania, September 2007) had been with organised FAO's financial support. The JTC had recommended that the RAHC coordinate regional HPAI activities on behalf of SADC. He announced that the two concept papers that resulted from this JTC meeting have been submitted to some donor agencies for funding and that OIE may possibly fund the second JTC meeting in March/April 2008. Other programme proposals are underway with regard to Rift Valley Fever preparedness and rabies control in Southern Africa.

He concluded by presenting the RAHC's current and expected staff positions and asked participants to henceforth consider the RAHC Southern Africa as the entry-point for concerted efforts by technical agencies and donors in contributing to the control of trans-boundary animal diseases in the SADC region.

DISCUSSION

The Delegate from Namibia, Dr Otto Hübschle expressed his satisfaction at these new efforts to initiate important research in these fields of animal disease control, amongst which he stated FMD, CBPP, Rift Valley Fever and rabies were indeed the most important ones. He added that the region needs new approaches, new tools and new strategies to fight animal diseases and that more research is necessary.

The Delegate from Zimbabwe, Dr Stuart Hargreaves, referred to the successes of the PARC and PACE programmes which were established to strengthen capacity building to control *rinderpest* in other parts of Africa. Unfortunately, the response to the FMD outbreaks in Southern Africa were slow and ineffective, taking years for a programme such as the SFMD Project to materialise. This led him to recommend that technical assistance indeed be provided to the region, but based on existing structures and institutions, without having to set-up new structures or organisations.

The Director-General of the OIE, Dr Bernard Vallat, referred to the ongoing collaboration between OIE and FAO and recalled how different the situation was like a few years ago. He stressed that it is the first time that both organisations are coordinating activities and that it is the first time that donors are considering to support governments in the area of animal health, now that they too consider animal health as a priority. This should be all means facilitate the implementation of programmes, as demonstrated by the increasing percentage of donor-money (including from several bilateral donors) that is allocated to animal health programmes in Africa. Regarding research, he argued that the sub-region would probably not be in a position to fund and conduct all necessary research within the region, but stressed that a lot of research is being initiated at global level and that OIE is in the business of providing the result of innovative research to its Members. He went on to state that for rabies, as for avian influenza, the main problem faced in the control of this disease is the cost of the vaccine. Most of the funds allocated to rabies control are channelled through the public health sector (WHO approach) and this is basically missing the point that rabies is above all an animal disease that should be tackled at animal source. OIE is trying hard to push this agenda, promoting the control of stray dogs (oral vaccines) and dealing with legislation and governance issues to control stray dogs in countries. He agreed that more research is needed on Rift Valley Fever. It is too often regarded as a marginal (read : neglected) disease, and it is the responsibility of the veterinary profession to convince countries and donors to modernise the production of vaccines (there are 2 African countries which produce RVF vaccines), especially in view of changing climatic patterns, i.e. global warming, which exposes naive populations to new vectors, and hence disease. With regard to foot and mouth disease, he reiterated that the world already has good and efficient vaccines and that vaccination is probably the best way to eradicate FMD from countries where it is endemic. Failure to control FMD often occurs from failures in governance and appropriate funding, rather than from vaccine-failure. He illustrated his point by stating that 55 countries have attained recognition by the OIE of FMD freedom-without-vaccination, several of which are developing countries. Dr Vallat concluded his remarks by highlighting the role of the ALive platform which enables countries to apply for funding to combat avian influenza, based on their *integrated national action plans* (INAP) and which on average allocate 80% of their resources to generic activities, aimed at the overall operation of Veterinary Services.

Dr Bonaventure Mtei of the OIE Sub-Regional Representation for Southern Africa completed the Director-General's comments by highlighting the role the RAHC could play in fighting such diseases as FMD, as well as establishing priorities for research. He pointed out that the PACE programme was only partially implemented in Southern Africa (Tanzania only), but that the PRINT-Livestock and SFMD projects would definitely be in a position to fill the gaps, albeit at a late stage (i.e. after the conclusion of the PACE programme in 2006).

ENHANCEMENT OF ANIMAL HEALTH IN SADC MEMBER STATES

Beedeeanan Hulman

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Mr. Beedeeanan Hulman initiated his address by sharing some livestock census data with the audience : the SADC region as a whole raises around 64 million cattle, 77 million sheep and goats, 7 million pigs and 380 million poultry for an estimated value of USD 8.75 billion. Animal products marketed on an annual basis are 1.5 million tonnes of red meat, 1.2 million tonnes of poultry meat, 1.3 million tonnes of pork, 4.5 tonnes of milk and derived dairy products and 500,000 tonnes of eggs. In contrast, the total human population of the SADC region is estimated at 240 million.

The *Food, Agriculture and Natural Resources* (FANR) Directorate is one of the technical directorates of the (Executive) Secretariat of the Southern African Development Community (SADC) and is organized around technical units, such as the Livestock Development Unit, administered by the Senior Programme Manager. The role of this Unit is:

- to co-ordinate and facilitate livestock development policies and monitor the implementation of national programmes and projects;
- to interact with national livestock institutions;
- to interact with non governmental organizations (NGOs), UN Agencies, the donor community and the private sector; and
- to draw on the executive and decision making powers of the SADC Institutions, such as the SADC *Livestock Technical Committee* (LTC) and its Sub-Committees, the Senior Officials meetings, the ICM, the Council, and the Summit.

Policies are implemented according to the SADC *Livestock Programme and Strategy*, which aims to :

- provide Guidance to Member States in addressing concerns of a regional nature in animal production, animal health and trade;
- facilitate the sharing of information and guidance to allow a cross-sectoral and multidisciplinary approach to livestock development;
- facilitate the sharing of information and consultations with donors and continental/international agencies wishing to collaborate in regional programmes on livestock development.

The main technical body guiding policy implementation is the *Livestock Technical Committee* (LTC), which consists of the Directors of Veterinary (or Animal Health) Services and the Directors of the Animal Production Services of the Member States. The LTC is advised by 4 technical Sub-Committees, i.e. the Sub-Committees on (a) *Veld, animal production and marketing*, (b) *Veterinary laboratory and diagnostic*, (c) *Epidemiology and informatics* and (d) *Veterinary public health and food safety*.

The overall policy framework is provided by the SADC RISDP (*Regional Indicative Strategic Development Plan*) and the *Dares-Salaam Action Plan*, which aim to create a sound enabling environment for strong and sustained growth in agriculture and the overall rural economy, better access to agricultural inputs and markets and harmonisation of SPS and TBT issues to facilitate intra and inter regional trade.

As a result of this the *Food, Agriculture and Natural Resources* (FANR) Directorate has been mandated to improve production systems, to improve access to inputs and markets and to facilitate and mobilise resources to control and contain trans-boundary animal diseases. In terms of animal health, the FANR Directorate implements these mandates with the help of several projects and programmes, amongst which the PRINT-Livestock Project and the database it develops, called LIMS (*Livestock Information Management System*), aimed to streamline, amongst others, animal disease reporting (through the *Epidemiology and Informatics Sub-Committee*). He also referred to the SADC FMD Project, which took a lot time to become operational, as well as to the newly established AfDB funded project on *Strengthening Institutions for Risk Management of TADs in the SADC Region* (TAD-Project in short) expected to be operational as from February 2008. He concluded by mentioning the SADC *Joint Technical Committee on Regional Preparedness and Prevention of Highly Pathogenic Avian Influenza* (JTC) and the forthcoming *Southern African Commission for the Control of TADs* (SACCT), the latter to be established with the support of both the SADC FMD project and the SADC TAD-Project.

THE PRINT PROJECT AND THE SPECIFIC OIE/EC/SADC COMPONENT

Maria-Lisa Santonocito, Welbourne Madzima & Andrea Massarelli***

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Mrs. Santonocito introduced the broader framework of the European Commission's external relations, amongst which development, focused on tackling poverty in developing countries, adding that the EU development cooperation is currently guided by the European Consensus on development (2005), the first ever jointly agreed development policy (EU and its Member States). The priority areas of intervention for this Consensus can be summarised as follows :

- Trade and regional integration
- Environment and sustainable management of natural resources
- Infrastructure, communications, transport
- Water and energy
- Rural development, territorial planning, agriculture, food security
- Governance, democracy, human rights, support for economic and institutional reforms
- Conflict prevention and fragile states
- Human development
- Social cohesion and employment

She also explained the difference between EC Delegations with national competences and those, such as the one she represents in Gaborone, with regional competences.

Focusing on the work done in Gaborone, she went on to explain on what the current cooperation between the EC and SADC is based. The basis is laid down in the Regional Strategy Paper and the Regional Indicative Programme (RIP) under the 9th EDF. It represents an amount of more than EUR 101 million, of which must be added approximately EUR 70 million as balances from the previous EDF funds (8th and earlier). Beyond the main RIP, there are also other funding sources, such as e.g. the 9th EDF Intra-ACP allocations and the Food Security thematic programme, to name but a few.

Within the 9th EDF RIP for SADC, key areas of support have been identified as : (a) *regional integration and trade*, (b) *transport and communications*, and (c) *agriculture and food security*. With regard to the latter, she highlighted the sub-areas which account for around EUR 50 million, i.e. agricultural research, livestock support, food safety, disaster risk management, information systems, and water. Specifically dealing with livestock, animal health and food safety of animal products, she listed the three main programmes, two of which are being implemented, and one that will start soon :

- Promotion of Regional Integration in the Livestock sector (the PRINT-Livestock Project, EUR 7.9 million);
- SADC Foot-and-Mouth Disease project (the SFMDP, EUR 12.6 million);
- Food Safety / Capacity building on residue control (the MRL project, EUR 7.5 million).

In her concluding remarks, Mrs Santonocito stated that the future of the EC cooperation in the region will mainly be guided by the 10th EDF and other financial instruments that are and will be available from the European Commission global budget (i.e. *Food Security Thematic Programme*). The new financial allocation is intended to cover economic integration and trade support, sector policies, programmes and projects at the regional level in support of the focal or non-focal areas of Community Assistance

Completing the presentation by the EC Delegation representative, Dr. Welbourne Madzima, on behalf of the PRINT-Livestock project, briefly presented the specific objectives of the project, justified by observed and well-identified constraints to efficient coordination within the SADC livestock sector, the expected results and outputs, and some implementation milestones, such as the Regional Training Programme, the Livestock Information Management System (LIMS) and the studies on zoning, identification and traceability.

On behalf of the SFMDP, Dr Andrea Massarelli added some points of interest regarding this project dedicated to foot-and-mouth disease control, which started in April 2007 and will end in December 2011. The SFMDP will address both regional and country-specific issues, so as to address the challenges to improved FMD management in the SADC region, one of which is related to the specificities of the circulating SAT-type viruses in domestic animals and wildlife, and related issues with regard to vaccine efficiency (NSP tests). Other cross-cutting aspects of this disease are the market access and trade issues and the need for a regional technical body, similar to the EUFMD in Europe or PANAFITSA in South America.

Actions envisaged by the SFMDP by 2011 are the support to the supply of appropriate FMD vaccines to affected countries, the procurement of vehicles, motorcycles, vaccination and surveillance equipment, the organisation of training and workshops, the establishment of a contribution agreement with FAO, the implementation of specific studies and ad-hoc contracts, and overall technical assistance to countries.

DISCUSSION

The Delegate from Namibia, Dr Hübschle, raised the challenges faced by the SADC's *Livestock Information Management System* (LIMS), developed by PRINT, the closure of which is scheduled for March 2009 and hence, the prospects for the sustainability of this information system.

The Delegate from South Africa, Dr Michael Botlhe Modisane, referring to the SFMDP, pointed out that FMD vaccine production at OVI was discontinued a while back, due to poor results obtained in potency controls and added that there is a need for the provision of vaccines from other countries, awaiting the re-design of the OVI laboratories involved.

Redesign of the lab

The Delegate from Malawi, Dr Patrick Benson Chikungwa, mentioned another project in the starting blocks : the SADC *Transboundary Animal Diseases* (TADs) project, funded by the AfDB. He insisted that the SADC Secretariat should speed up the implementation, now long overdue, as there are many areas of implementation to address. He also lamented the fact that EUR 70 million remained unused under previous EDF funds.

The Delegate from the DRC, Dr Honoré N'Lemba thanked the SADC for having provided them with the ILMS information system and pointed out that his services are still facing difficulties for the transmission of the reports. He went on to criticize the fact that a consultant was recruited to assist in the drafting of the SPS Annex to the SADC Trade Protocol, without consultation with the countries.

The Delegate from Swaziland, Dr Robert Thwala, referred to the creation of the *Southern Africa Commission for the Control of TADs* (SACCT), in which FMD should be considered a priority. He also pointed out that the SFMDP project was long overdue and was basically submitted to deal with the epicentre of the FMD crisis in Malawi, Mozambique and Zimbabwe, following outbreaks in 2000 and 2001, which he attributes to the Krüger National Park in South Africa. He ended by voicing his concerns over Swaziland's export status to the European Union if FMD were to be introduced and pleaded for the inclusion of his country into the ongoing SFMDP.

The Delegate from South Africa refuted the allegation that the Krüger National Park would constitute a liability for the sub-region and stressed the various risk mitigation measures taken, including the fences and buffer zones (mainly targeting buffalo). He recognised that floods had destroyed some of the fences, but also insisted that after this episode, all fences were strengthened. He ended by supporting the idea to include Swaziland in the SFMDP scope of countries.

Dr Marosi Molomo, OIE Delegate of Lesotho, referred to the reporting issue and the need for timely reporting to SADC, admitting that training of personnel and provision of IT equipment have not led to an improved reporting ratio. She asked for information from countries that do manage to respect reporting deadlines and requirements.

The Director-General of the OIE started by underlining the importance of these last presentations by the E.C. and its project representatives. He acknowledged that regional coordination of animal health issues is crucial and that this requires a common vision and resources for the control of animal diseases. One of the resources is the OIE's support through the Regional and Sub-Regional Representations. At national level, the OIE endeavours to help countries obtain funding for improved management of animal health. One of the mechanisms used to achieve this is the ALive donor-platform, to which the European Union contributes most, followed by the World Bank. The new chairperson of the ALive platform is Dr. Modibo Traoré, Director of the AU-IBAR, while Mr. Beedeenan Hulman represents SADC in the ALive Executive Committee. Dr Robert Thwala represents the OIE Regional Commission for Africa. He argued that Member States of SADC should push the SADC-Secretariat to engage more human resources (representatives from countries) in order to help them take the right decisions. Regarding the delays in project implementation, he pointed out that fortunately enough, this was usually a result of better democratic decision-taking process, not more bureaucracy and, along the same lines, went on to warn the attendance for the danger of setting up too many committees (e.g. for FMD), claiming that it would be better to strengthen the existing SADC Livestock Technical Committee (LTC). He shared his experiences with EUFMD and PANAFITOSA, concluding that –even in Europe- it is difficult to sustain organisations, or committees, dedicated to (eradicating) only one disease.

With regard to information management systems, he pointed to the existence of global, regional, sub-regional and national systems, in particular WAHIS (OIE), ARIS (AU-IBAR) and LIMS (SADC), which will eventually be able to "talk to each other", but also warned that end-users in countries might become fed up with all these different systems. He raised the possibility of asking OIE to develop regional WAHIS applications (WAHIS Regional Core), as has been done in parts of Asia and South America. He invited SADC to enter into such an agreement with the OIE and deepen the ongoing technical discussions between OIE and SADC.



Left : Mr. Beedeeanan Hulman (FANR – SADC). Right : Participants from Seychelles, Rwanda and Tanzania © DHAP (MoA).

In her round of replies, Mrs Santonocito, answered Malawi's concerns about the unused EDF funds in stating that the region needs to improve its capacity to absorb these funds. She argued that the SADC Secretariat is at present not capacitated enough to absorb not merely the EU funds, but also those from other donors, and that there is a need to boost SADC's managerial capacities.

Mr Beedeeanan Hulman, on behalf of the SADC Secretariat (FANR) answered Namibia's concerns stating that LIMS would be incorporated in the upcoming AIMS programme : the *Agricultural Information Management System*, thus ensuring its future sustainability. With regard to Malawi's concerns on the delays of the TADs project, he promised that the *Project Coordination Unit* (PCU) would be operational by February 2008, after which activities should be initiated quickly. On the issues raised by the Delegate from the DRC, he promised that communication with this country would be stepped up and explained the rationale behind the consultancy on the SPS Annex. The rationale for the creation of the SACCT, as voiced by Swaziland, is not to create a new institution, Mr Hulman argued, but to create a new commission, which will benefit from the experiences of various existing institutions. One of the main partner institutions in this respect will be the FAO. Commenting on the OIE Director-General's intervention on information systems he explained that the Epidemiology and Informatics Sub-Committee is entrusted with the reporting from countries and agreed that harmonisation between the various systems is necessary.

Dr Pascal Bonnet, Chief technical Advisor of the PRINT-Livestock project added that they are working on the interconnectivity of the systems currently in use and that they are in contact with the OIE to harmonise both systems.

Dr Andrea Massarelli finally, explained that the suggestion to establish an independent body came up as a recommendation of a workshop and that the issue would be further discussed with all stakeholders.

RECOMMENDATIONS

RECOMMENDATION 1

Sound governance for Veterinary Services

Considering

The impact of transboundary animal diseases on public health, the agricultural sector, trade and the livelihoods of small breeders worldwide,

The importance of strengthening Veterinary Services that comply with international standards, for ensuring efficient animal disease prevention and control, including those of wildlife.

The necessity to develop public-private partnerships in the prevention and control of animal diseases,

The need for countries to sustain their motivation in convincing governments and donors to provide resources (financial and human) to Veterinary Services for the prevention and control of animal diseases; and under its frame to better address the available or potential resources under specific priority investment projects which consider the gaps and weaknesses of such Veterinary Services,

The frequent emergence and re-emergence of serious international animal health crises, most of which do have zoonotic properties,

That Africa is the most affected region within the world of most of relevant animal diseases,

The political support to be provided to initiatives, structures and mechanisms at international level such as the ALive platform, the *Global forum for the progressive control of trans-boundary animal diseases* (GF-TADs) and its regional steering committee for Africa, the *Global Early Warning System* (GLEWS) platform managed by the FAO, OIE and the WHO, and the *Regional Animal Health Centres* established between OIE, FAO and respective regional organisations,

The support to be provided by the international community in the prevention and control of animal diseases including zoonoses to African OIE member countries,

The necessity to upgrade veterinary diagnostic laboratories in the region, as well as to establish OIE Reference Laboratories for some relevant diseases,

The importance of regional networks as tools to improve surveillance, early detection and timely diagnosis, transparency of animal disease information, rapid response to outbreaks as well as the potential use of the network approach in providing data for studies related to socio-economic surveys applicable to livestock systems,

The importance of integrating in the global context the control of relevant animal health events as well as public health approaches and programmes regarding the control of zoonoses,

The role of livestock trade notably that carried out illegally and the importance of small livestock owners in the epidemiology of important trans-boundary animal diseases,

The context of several regions of Africa with specific nomadic characteristics of subsistence production system,

The importance of systems of compensation/providing incentives within the framework of compulsory sanitary stamping out of animals in order to optimise transparency in national zoo-sanitary situations,

The necessity to achieve the goal of the *Global Rinderpest Eradication Programme* (GREP) to declare the world free from *rinderpest* in the near future,

The importance of climate change and globalisation of trade and movement of people on the emergence, re-emergence and spread of diseases,

The emergence and re-emergence of certain animal diseases such as *Rift Valley Fever*, *Highly Pathogenic Avian Influenza*, *African Swine Fever* and *Ebola* and the negative impact of these diseases on animal production, human health as well as on regional and global trade of livestock and livestock products,

The close connection and contact between domestic and wild animal population within different ecosystems in Africa that facilitate the establishment and spread of some diseases,

The importance of animal health on food safety, poverty reduction, food security and animal welfare,

That legislation governing animal health activities and welfare are not up to date in several countries,

That a global programme aimed at supporting Veterinary Services, including laboratories has been launched by the OIE, with the support of international donors,

That the above mentioned programme started and is being carried out through the application of the OIE-PVS tool for the evaluation of Veterinary Services as a first diagnostic, followed by the gap analysis process for the preparation of strengthening investment projects which are developed by the OIE in close collaboration with its partners (mainly FAO) and donors, and for which the deep involvement of the respective countries is a crucial factor,

That Africa is the region where such a programme is deemed more necessary, and therefore the region where it is currently broader applied, including to date 70 % of OIE African member countries,

That the OIE provides specific projects for supporting its member countries, which are linked and complementary to the broader PVS programme, such the laboratory twinning and the legislation projects,

The necessity to continue and monitor the evolution of the strengthening process of Veterinary Services during and after the implementation of improving projects, through OIE-PVS follow-up missions,

That it was clearly demonstrated, mainly through the experience from the avian influenza crisis, that for zoonotic diseases the best strategy is to tackle them at their source, in the animal population, which is only possible with strong Veterinary Services,

That the OIE and the FAO under their GF-TADs agreement framework, have recently reviewed the chart of complementarities and have signed a letter/*vademecum* for its implementation which clearly establishes their roles and responsibilities under their respective mandates.

The seminar on good governance recommends that:

1. National Veterinary Services (VS) of African countries be strengthened preferably after an evaluation made on a voluntary basis, using the OIE-PVS tool for the performance of Veterinary Services, in order to identify gaps and weaknesses related to international standards. The PVS evaluation will be made in full confidentiality, but national governments be encouraged to accept the release of the report publicly, or at least to OIE partners and donors;
2. The evaluation be followed by the gap analysis process, including the involvement and support of the OIE, its partners (mainly FAO), donors and national, for the identification and implementation of priority investment projects and training programmes, to ensure that VS are brought in conformity with OIE standards.
3. For countries having urgent needs of veterinarians or animal health technicians as identified by the OIE-PVS evaluation, while the following steps of the process continue (gap analysis and preparation of holistic investment projects) donors be encouraged to provide urgently appropriate resources to fill the gaps identified by the PVS evaluation, e.g. by allowing recruitment of appropriate staff;
4. International organisations such as OIE and FAO as well as donors pursue and reinforce their support to programmes aimed at the prevention and control of major animal diseases;
5. Member countries continue their commitment towards projects regarding the prevention and control of animal diseases and ensure that they are implemented according to agreed objectives and time frames set out;
6. The fundamental basis of disease surveillance be addressed on an holistic approach taking into account the social, economic and cultural context as well as the global changes taking place;
7. *African Swine Fever, Rift Valley Fever and Highly Pathogenic Avian Influenza* and other priority epizootics be the basis of preparations of emergency plans in all member countries and that studies on preventive and control measures be intensified, including the implementation or regional surveillance network;
8. OIE Reference Laboratories, including those existing in Africa, engage in twinning arrangements with selected laboratories of the region under the aegis of the OIE, in order to provide and share expertise in the diagnosis and

control of TADs. Prioritization of relevant diseases to the region be clearly defined, mainly those one for which there are still no OIE Reference Laboratories in Africa, such as avian influenza;

9. Member countries review the legislation and budgets with the support of donors if necessary in order to ensure a timely, fair and sustainable compensation to farmers complying with the legislation, who lose their animals as part of disease control measures resulting from stamping out policies;
10. Member countries review the creation, the organisation and functions of Veterinary Statutory Bodies including the involvement of the private veterinary sector in compliance with OIE standards;
11. The public-private partnership develop further in order to create systems of animal health and food safety in which private veterinarians, livestock breeders, traders and other stakeholders are more closely involved to allow the implementation of OIE concepts and standards, such those regarding zoning, compartmentalisation and traceability;
12. The role of trade, especially that carried out illegally, on the epidemiology of diseases be better evaluated, and national and regional strategies be established to allow a better coordination of all involved sectors;
13. Member countries review the system of veterinary border control regarding importation and transit of animals and animal products including procedures and facilities as well as sampling for laboratory testing;
14. Member countries review progressively and monitor the upgrading of food processing plants especially those dealing with meat, milk and fish regarding the structure, hygiene and other practices including the application of *Hazard Analysis for the Control of Critical Points* (HACCP). Consideration should also be given to the enforcement of integrated residue control plan regarding feeds, live animals, pesticides and pharmaceuticals as well as the rendering system for by-products in accordance with international standards. Countries having difficulties to implement these activities would ask institutional support through the OIE and FAO;
15. Member countries pursue their commitment towards the *Global Rinderpest Eradication Programme* (GREP) in their efforts to seek the global free *rinderpest* status in accordance with the new OIE pathway with the support of the OIE Regional and Sub-Regional Representations in Africa;
16. Member countries implement all the activities in order to meet the objectives set out in the OIE/EC/SADC programme as well as those to be decided in the framework of the OIE/FAO *Regional Animal Health Center for Southern Africa*;
17. Member countries review and update all relevant sanitary legislations in compliance with OIE international standards and guidelines, and when necessary, request the OIE its support through the OIE project on legislation,
18. Policy makers of all African countries be sensitised on the importance of Veterinary Services as a global public good, and on the leading role of them when coordinating activities with other sectors to fight animal diseases,
19. Existing regional structures and mechanisms be reinforced with the proper involvement and definition of roles and responsibilities of each sectors and organisations, at national, regional and global level. The GF-TADs, as the animal health component of the ALive platform, be taken as reference framework for this purpose.

RECOMMENDATION 2

Facilitation of regional and international trade of livestock and livestock products.

Considering

That in 1994, the founding countries of the *World Trade Organization* (WTO) gave the OIE a mandate to publish standards aimed at avoiding the introduction of pathogens via international trade in animals and animal products, while at the same time preventing countries from setting up unjustified sanitary barriers,

That the standards developed by the OIE and contained in the *Terrestrial Animal Health Code* deal with chapters relating to both generic issues and specific animal diseases. Generic issues also deal with ethics in international trade and the quality of national Veterinary Services, a prerequisite for trust in the reliability of veterinary export certificates. Specific disease chapters spell out the recommendations aimed at avoiding spread of trans-boundary animal diseases during export of live animals and products,

That the risk of disease spread during exports of animals and animal products such as meat, milk, hides and skins, wool, honey and products derived from aquatic animals differ according to the product in question and, in particular, according to the procedures used to inactivate any harmful pathogens it may be carrying,

That OIE standards are science-based and are developed by leading scientific experts and adopted and updated through an annual transparent and democratic approach by all OIE members,

That the OIE already has a voluntary dispute settlement mechanism to resolve trade disputes on a scientific basis,

That OIE standards are being developed on the basis of a highly meticulous risk analysis but taking into account that zero risk does not exist. These more detailed standards will avoid the use of arbitrary risk analysis and favour a more systematic use of published science based OIE standards,

That some chapters in the code dealing with the innocuousness of certain products that have undergone processes to render them harmless regardless of the animal health status of the exporting country are sometimes incomplete or not in line with new processes adopted by the agrifood industry,

The OIE is actively promoting the concepts of zoning and compartmentalisation in order to facilitate trade from countries where certain important animal diseases exist but which can be brought under control through strict biosecurity measures complying with OIE standards,

The seminar on good governance recommends that:

1. The OIE continues to develop standards based on meticulous risk analysis in order to enable especially importing countries to base their import conditions primarily on OIE standards and thus avoid carrying out expensive or arbitrary national risk analysis activities before authorising imports. In this respect, the OIE should as far as practically possible, make optimal use of expertise gathered in developing countries;
2. The OIE publish guidelines on the use of commodity approach based on existing standards contained in the OIE terrestrial and aquatic animal health codes;
3. The OIE continuously develops standards on commodity based trade covering a wider range of products taking into account that new research programmes on the safety of certain animal products need to be undertaken to address unresolved issues of major importance to the development of world trade. Safety of matured meat coming from animals from FMD infected zones will be a priority;
4. The OIE reference laboratories be encouraged to carry out more research on the risk assessment of harmful pathogens in animal products to ensure food safety and to avoid the spread of pathogens; while the OIE will do its utmost to convince countries to base their import and export conditions on OIE standards and not on the mere existence of animal diseases or only on national risk analysis, countries should also be warned not to base their import/export approach solely on the systematic inactivation of pathogens in products and thus relax on epidemio-surveillance and other activities relating to the prevention and control of animal diseases;
5. Countries be encouraged to develop and apply the concepts of zoning and compartmentalisation as a measure to promote trade of animals and animal products from zones and compartments complying with OIE guidelines and recommendations on husbandry and biosecurity practices under the close supervision of the Veterinary Services.
6. The OIE continues to act as mediator of trade dispute for countries wishing to undertake such dispute settlements on a voluntary basis;
7. the OIE continues to encourage developing and in-transition countries to strengthen their Veterinary Services using the OIE-PVS tool which is an important consideration for importing countries to trust the reliability of veterinary certificates accompanying consignments of animals and animal products.

ANNEXES

SEMINAR PROGRAMME



Wednesday 16 January 2008

08:30 *Registration*

09:30 Opening session : Chairperson : Dr. M. Fanikiso (Botswana)

Welcoming address by CVO/OIE Delegate of Botswana
OIE Sub-Regional Representative
Representative of FAO
Representative of the European Commission
Executive Secretary of SADC
President of the OIE Regional Commission for Africa
Director General of OIE
Minister of Agriculture of the Republic of Botswana

10:30 Coffee break

11:00 Key note address : Chairperson : Dr. Robert Thwala (Swaziland / OIE Regional Commission for Africa)
OIE policies, good governance, and strengthening of Veterinary Services (Dr Bernard Vallat, OIE)

Topic 1: Capacity Building-Surveillance/Control of animal diseases

12.00 A new approach to animal disease control for Africa (Dr Gideon Brückner, OIE)

13.00 *Lunch*

14.30 Capacity building activities of the OIE Sub-Regional Representation
under the framework of the SADC-EU / OIE Agreement. (Dr Patrick Bastiaensen, OIE)

15.15 Network of OIE Reference Laboratories: the twinning concept (Dr Gideon Brückner, OIE)

16.00 Coffee break

16:30 General discussions

Thursday 17 January 2008

Topic 2: Capacity Building and Good Governance

Chairperson : Dr. B. J. Mtei (OIE Sub-Regional Representation for Southern Africa)

08.30 An introduction to the OIE Performance of Veterinary Services tool (OIE-PVS) (Dr Gaston Funes, OIE)

09.30 Lessons learnt from the utilisation of OIE-PVS tool (Dr Gaston Funes, OIE)

10.00 Coffee break

10.30 Evaluation of Veterinary Services in OIE member states, experience gathered (Dr Patrick Bastiaensen, OIE)

11.00 Formulating national veterinary legislation in accordance with OIE international standards
(Dr Gideon Brückner, OIE)

11.30 General discussions

Topic 3: Trade of livestock and livestock products Chairperson : Dr. Th. Rutagwenda (Rwanda)

- 12.00 Ability of countries of the region to comply with their SPS obligations (Dr Gideon Brückner, OIE)
- 12.30 *Lunch*
- 14.30 The concept of compartmentalisation (Dr Stuart Hargreaves, Zimbabwe)
- 15.00 Access to regional and global markets for all : a new priority for the OIE (Dr Bernard Vallat, OIE)
- 15.30 Coffee break
- 16.00 Applicability of the concept of traceability of livestock and livestock products in Africa
(Dr Musa Fanikiso, Botswana)
- 16.30 General discussions

Friday 18 January 2008

Topic 4: Regional Activities in Animal Health Chairperson : Dr. F. Massango - Cipriano (Mozambique)

- 09:00 Creation of the OIE/FAO Joint Regional Animal Health Centre (Dr B.J. Mtei, OIE / RAHC)
- 09:30 Enhancement of animal health in SADC member states (Mr Beedeenan Hulman, SADC)
- 10.00 The PRINT project and the specific OIE/EC/SADC Component (Ms Maria Lisa Santonocito, EC)
- 10:30 Coffee break
- 11:00 Discussions and adoption of recommendations
- 12:00 Closing session

**SPEECH BY THE OIE DIRECTOR GENERAL ON THE OCCASION OF THE
SEMINAR ON GOOD GOVERNANCE FOR VETERINARY SERVICES**

Honourable Minister of Agriculture of Botswana,
Excellencies
OIE Delegate of Botswana
Representative of the OIE Sub-Regional Representation
OIE Delegates,
Distinguished guests,
Ladies and gentlemen,



It is my great pleasure to be amongst you today to launch the first of a series of seminars on the governance of Veterinary Services.

I would like first of all to thank the Government and the Honourable Minister of Agriculture of Botswana for having kindly agreed to host this seminar in the beautiful and peaceful city of Gaborone. I would also like to thank Dr Fanikiso, OIE Delegate of Botswana and his team for the wonderful organisation put in place to ensure the success of the seminar. The choice of Gaborone as the venue of this seminar is not a mere coincidence as Gaborone does not only host the headquarters of the Southern African Development Community (SADC) but is also home to the newly established OIE Sub-Regional Representation for Africa.

My last visit to Botswana dates back to 2003 and since then many significant events have occurred both in Botswana and in the rest of Africa. Highly Pathogenic Avian Influenza hit the continent causing severe economic losses to the poultry industry and claiming human lives, outbreaks of various other zoonoses such as Rift Valley Fever and Ebola virus infections occurred in several parts of Africa resulting in severe human illnesses including deaths and major disruptions in trade of livestock and livestock products, African swine fever continued to occur affecting new regions including island countries decimating pig populations, Peste des petits ruminants appeared in previously uninfected Central and Eastern African regions not to forget the old scourge foot and mouth disease that continues to inflict enormous economic losses to the livestock industry.

We need to ask ourselves why these calamities are increasing and whether enough is being done to control them. While there is the general belief that diseases are emerging and re-emerging due to climate change and globalisation of the movements of goods and services, we cannot ignore the fact that many countries have remained passive and allowed matters to deteriorate. I can state without any hesitation that poor governance of Veterinary Services can be held responsible for much of the problems encountered.

Veterinary Services constitute a 'Public Good' and veterinarians need to play a frontline role in the control of major animal diseases including those transmissible to humans. In fact, more than 75% of new human diseases recorded during the past two decades have been traced back to an animal source. Veterinarians also have an important role to play in food safety and food security. They are responsible for ensuring that pathogens and other toxins found in food coming from animals are duly controlled before reaching the consumer. Regarding food security, it should be noted that the world population has increased by 35 % to 6.7 billion people over the past 20 years. Challenges facing world Agriculture such as pests and diseases, water limitations, soil erosion and poor agricultural methods have led to a growing gap between Agriculture and consumption. Veterinarians have a noble role to play not only in controlling pests and diseases, but also by utilising new genetics to increase production.

Ladies and gentlemen,

This seminar is effectively on Good Governance for Veterinary Services as without good governance we shall not be able to achieve our mission which is to control and ultimately eradicate animal diseases in order improve food safety and security and thus alleviate poverty and improve our everyday life and our livelihoods.

In the OIE context, Veterinary Services include both public and private Veterinary Services, including services provided by civil society. However, OIE considers that the overall management and supervision of veterinary activities in a country should be entrusted to the public Veterinary Services, ensuring that the overall Veterinary Services are indeed capable of making sound professional judgements, are independent from any commercial, financial, hierarchical, political or other pressures, are impartial and demonstrate a consistently high level of integrity and objectivity. This is what OIE considers to be Good Governance!

Weaknesses in Veterinary Services are far more apparent in Africa where such services have in recent years suffered disproportionately from succeeding waves of structural adjustments that resulted in untold misery for millions of poor farmers for whom livestock represented the sole source of livelihood. That is why the OIE spares no efforts in convincing the international donor community to provide aid to the Veterinary Services of Africa. The Pan African Control of Epizootics (PACE) Programme and the Alive Platform which I had the opportunity to lead for a number of years provide living testimony of the contribution of the OIE to the development of livestock in Africa. In addition to such financial support, OIE has been very instrumental to Africa in capacity building in terms of training seminars and workshops. A major continental conference on the harmonisation of legislation on registration and use of veterinary medicinal products will take place in Dakar, Senegal in March 2008 where all Chief Veterinary Officers and their close collaborators will be invited. The OIE has also embarked on a very ambitious programme on the twinning of laboratories, a mechanism that would allow laboratories in Africa to benefit from the expertise of laboratories from rich countries.

Any Governance programme relating to VS should begin with an evaluation of VS followed by the analyses of gaps and deficiencies. In this respect, the OIE has developed the OIE-PVS Tool for the evaluation of the performance of Veterinary Services. Several seminars have been organised by the OIE and a number of experts trained. These experts are recognised by major donors including the World Bank which has made available to the OIE sufficient funding to cover the evaluations of Veterinary Services of developing and in transition countries. The OIE undertakes the evaluations on request free of charge. Over 50 evaluations mainly from the African continent have already been carried out and the results are indeed challenging to the evaluated countries. These evaluations should now be followed by formal gap analyses to identify priority projects to be funded by national and or international resources.

In the course of this seminar, we are going to discuss the principles and applications of the PVS Tool as well as the lessons learnt in its use particularly in Africa. Participants will also have the opportunity to discuss the OIE concepts of compartmentalisation and commodity based trade in relation to market access. These subjects are particularly important for Africa where many countries have difficulty in exporting livestock products because of the presence of certain endemic animal diseases. The concept of compartmentalisation will allow countries to export from specific establishments where a favourable disease picture and a high level of biosecurity would have been created. Commodity based trade will enable countries to export irrespective of the disease situation provided the product is safe or has been rendered safe and does not present any significant risk to animals or man. These new approaches will hopefully increase trade both within and outside Africa.

I cannot conclude this address without mentioning the Organisation's long-standing collaboration with the FAO. The Global Framework for the Progressive Control of Trans-boundary Animal Diseases, or GF-TADs, signed in 2004 has now led to the establishment of joint OIE/FAO Regional Animal Health Centres and the one for Gaborone will soon be finalised. I am thus pleased to acknowledge the presence here today of FAO's local and regional Representatives.

I finally take this opportunity to thank our development partners, in particular the European Commission who participates in the funding of our capacity building programme, but also has been instrumental in the establishment of the OIE Sub-Representation in Gaborone. I would also like to express my gratitude to the French Government, which, through the French Cooperation has seconded an international expert to the OIE office in Gaborone.

In conclusion, I must stress that I hold high expectations from this seminar which has been able to bring together an exceptional panel of professionals from East and Southern Africa, and indeed also from the Indian Ocean, not only representing the public Veterinary Services, but also the private Veterinary Services, the veterinary profession and the livestock farming community. I'm looking forward to the debates that our presentations will spark and to the ideas and recommendations that might result from our discussions.

I thank you for your attention.

**SPEECH BY THE OIE SUB-REGIONAL REPRESENTATIVE
FOR SOUTHERN AFRICA**

Honourable Minister, Johnnie Swartz,
The Director General, Dr Bernard Vallat
President of the OIE Africa Commission, Dr Robert Thwala
Excellencies,
OIE Delegates,
Invited Guests - protocol observed,
Ladies and gentlemen,



I would like to join the OIE Delegate for Botswana, Dr Musa Fanikiso in welcoming you to this beautiful city of Gaborone, hoping that you all travelled well. On the onset, I would also like to sincerely thank the Government of Botswana through the Ministry of Agriculture for agreeing to host this meeting and particular appreciation to Dr Lestswenyoo and his colleagues in the organising committee for this seminar who have put in so much effort to make this meeting a reality. I thank you all for finding the time amidst your busy schedule to come to this august meeting which I reckon is a historic milestone for OIE activities in Southern Africa. It has been a long journey since the OIE was established in 1924 in an effort to control and contain epizootics in Europe by then; and looking at how far OIE has travelled, the journey has indeed been worthwhile.

Today there is mounting pressure to improve delivery of animal health and welfare services as a prerequisite to enter the competitive arena of trade in animals and animal products. Requirements in terms of the World Trade Organisation (WTO) Agreement on Sanitary and Phytosanitary measures and the guidelines of international standard-setting bodies, like the World Organisation for Animal Health (OIE), have a direct linkage with the eventual acceptance or refusal of animals or their products by importing countries. However, compliance to sanitary standards is not a final guarantee for acceptance of exports and this is especially true for African countries. In the Southern African region, for instance, we are facing unique challenges and obstacles apart from compliance to sanitary standards before successfully entering the international market. On the one hand, there is a threat of importing countries requiring standards for compliance that are not attainable by many African countries and, on the other, the need for exporting African countries to be supported in the process to realise and maintain standards.

Constraints facing African country's Veterinary Services are relatively well known and as Dr Bernard Vallat once commented and I quote : "...*Animals are everywhere in Africa but Veterinary Services are nowhere.....*" [end of quote]. There is lack of ability by the Veterinary Services, socio-economic impact of freedom from diseases is huge, there is significant impact of animal health on wealth creation, and several other marketing constraints. Some of these challenges have serious implications with bleak prospects in future, hence the need for revitalisation of the livestock industry.

Honourable Minister,
Ladies and gentlemen,

Within the *Comprehensive African Agricultural Programme* (CAADP) as well as the *Regional Indicative Strategic Development Programme* (RISDP) of SADC, market access and international trade have been identified as important elements within the agricultural development agenda. Market demands dictate improved production. In the context of animal diseases, regulatory services become even more important to support any production system in order to ensure that sanitary standards are met. Quest for better access to local and international markets is therefore a crucial component of Africa's development strategy and therefore understanding the link between trade, standards and export competitiveness should be at the forefront of trade policy analysis.

In recognition of, and with the participation of all the stakeholders, OIE's mission is to promote *good governance for Veterinary Services*, in which all stakeholders have to participate effectively on an equal footing. It is in this regard, that the OIE plays an important role in defining the 'equal footing' that will allow developed and developing countries alike to participate in the global economy with regard to the international trade of livestock and livestock products.

Veterinary Services are a global public good because the externalities of good animal health and welfare programmes accrue to humans as they strive to create wealth and improve their health. The great politician and philosopher, Ghandi said and I quote : "...*the greatness of a nation and its prosperity is judged by the way its animals are handled.....*" [end of quote]. If we have a mutual approach to animal health and welfare, surely the *Millennium Development Goals* will be achieved in a much more sustainable manner.

This seminar will have achieved its objectives if we come up with implementable resolutions and recommendations of strengthening the quality Veterinary Services in Southern Africa and the African continent as a whole.

I thank you.

BACKGROUND PAPER 1

CAPACITY BUILDING ACTIVITIES UNDER THE FRAMEWORK OF THE SADC-EU / OIE GRANT CONTRIBUTION AGREEMENT

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keywords : *Southern Africa, capacity-building, SADC, Veterinary Services*

General background

Over the past years the OIE has gradually increased the number of representations worldwide. Regional Representations in Buenos Aires, Sofia and Tokyo were established more than a decade ago, while the Regional Representation for the Middle East was established in Beirut in 1998 and the one for Africa in Bamako in 2001. Since 2005, the OIE has embarked on a programme of further decentralisation by opening sub-regional offices in Panama, Brussels, Bangkok and indeed, Gaborone. An office will be opened in Tunis shortly.

The Gaborone Sub-Regional Representation in Gaborone covers southern Africa, i.e. 14 the member countries of the *Southern African Development Community (SADC)* with headquarters in Gaborone, Botswana. The countries covered under



SADC and by the Sub-Regional Representation are: Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe (see map n° 1). All these SADC member countries are also member of the OIE (as well as the WTO and the *Codex Alimentarius*).

The Representation was formally established following the signature by OIE and the Botswana Government of a hosting agreement, defining the

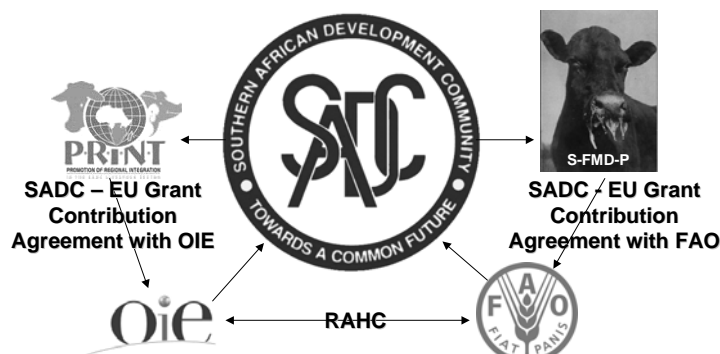
terms and conditions governing the Representation's presence in Botswana. The agreement was signed in May 2006. Three years earlier (in May 2003), the OIE had already signed an memorandum of understanding with the Executive Secretary of SADC on the nature and the scope of collaboration between the two institutions : on the one hand an international technical agency, on the other hand, a *regional economic community (REC)*. This MoU laid the foundation for the trilateral negotiations (including the European Commission as a multilateral donor entity), which eventually led to the *SADC – EU Grant Contribution Agreement* with OIE for the establishment of the Sub-Regional Representation (signed in February 2005). This Agreement represents one of the three funding sources of the Representation. Additional funds are provided by the OIE's own *World Animal Health and Welfare (trust) Fund* and the French Government (*France Cooperation*) by seconding a programme officer in support to the Representative (since early 2007).

Institutional and financial provisions of the grant contribution agreement

1. Institutional arrangements and collaboration

The SADC Secretariat, the REC's implementation body, has been involved in animal health related initiatives for years. It is currently implementing three programmes : the PRINT – Livestock Project (EC funding), the SADC FMD Control Project (EC funding) and the TADs Project (AfDB funding). These are projects that are embedded and conducted within SADC Secretariat. OIE (and FAO) on the other hand, operate outside the SADC Secretariat, in support to the Secretariat and the Member States (MS). This relationship is best illustrated by the fact that the OIE Sub-Regional Representation benefits from the *Grant Contribution* through the PRINT Project financing agreement (9 ACP SAD 002) and under the authority of the *Regional Authorising Officer* of the EDF (the *European Development Fund*) for SADC (i.e. the Executive Secretary of SADC). Similarly, the FAO benefits from EC funding through the S-FMD-Project, implemented under SADC authority. On top of this, FAO and OIE will shortly enter into a prolonged collaboration within the framework of the *Regional Animal Health Center* for Southern Africa.

The Grant Contribution has been awarded to OIE by the *Contracting Authority* (SADC) to implement the establishment of the OIE Sub-Regional Representation for Southern Africa. This grant was awarded on terms and conditions set out in a contract consisting of special conditions and annexes according to EDF procedures. The OIE, as the beneficiary, accepted the grant and undertakes to carry out the action plan under its own responsibility. The contract entered into force in August 2005, its implementation period is fifty-four (54) months, subject to completion by 31st December 2009 (the end of the PRINT – Livestock financing agreement).



2. Budget

The Sub-Regional Representation benefits from a maximum of EUR 750,000 budget, to which the other funding sources are added, including the OIE's own EUR 100,000 counterpart contribution. The OIE has committed itself to assume full financial responsibility from own resources including OIE member countries' contributions and other mechanisms after the contract period.

COST CATEGORIES	Budget
Personnel	252,000
Training	315,000
Investments	25,000
Running costs	98,000
Administrative costs	48,300
Contingencies	11,700
Total	€ 750,000

One will observe that almost 43% of the funds are earmarked for training (capacity-building purposes)

Technical provisions of the grant contribution agreement

The overall purpose of the Agreement is to (a) support the establishment of the *Sub-Regional Representation for Southern Africa* and (b) subsequently roll-out a capacity-building programme aimed at strengthening Veterinary Services in general, and veterinary administrations in particular.

1. Activities to be conducted as per the logical framework

1. In order to strengthen animal health information management in SADC member states :
 - 1.1. Facilitate SADC member states to improve on their animal disease surveillance and official disease notification
 - 1.2. Establish national and regional databases compatible with international animal health databases of OIE and AU-IBAR
 - 1.3. Collection of animal health information from non-official sources and their validation
2. In order to develop technical skills of the veterinary administration in the SADC member states :
 - 2.1. Support the ability of Veterinary Services (VS) to negotiate and implement zoo-sanitary standards
 - 2.2. North-South twinning of laboratories
3. In order to strengthen institutional support mechanisms in SADC member states :
 - 3.1. Support to VS to prepare applications to the OIE on the official status of priority diseases of member states
 - 3.2. Develop audit guidelines and standards for quality and evaluation of VS in all SADC member states. Undertake country-specific audits of the Veterinary Services
 - 3.3. Develop the communication flow between SADC member states and OIE through the provision of scientific and technical contributions

2. Expected outputs as per the logical framework

1. That as much PVS missions as possible be conducted in SADC member states (subject to country requests)
2. That at least 120 livestock specialists be trained (workshops, training sessions).
3. That specialised training sessions be organised for veterinary laboratories
4. That at least 2 OIE reference laboratories be available for twinning with laboratories in the region.
5. That at least 2 more laboratories/laboratory sections from the region be recognised and accredited by OIE as reference laboratories.
6. That at least 10 applications for sanitary status recognition of SADC member states be submitted to the OIE.
7. That at least 25 field and technical backstopping missions be conducted by the *Sub-Regional Representation* (SRR) covering SADC member states.
8. That at least 7 scientists from the SADC region participate in OIE standard-setting activities.
9. That at least 50 non-official notifications of animal disease outbreaks be transmitted to the OIE for follow up.
10. That at least one additional emergency preparedness plan be developed by each SADC member state (as well as one at regional level).



The OIE Sub-Regional Representation for Southern Africa in Gaborone, Botswana

Work plan outline for the 2008 first semester.

The ongoing work plan n° 2 started on January 1st, 2007 and will end on June 30th, 2008 (18 months). The activities scheduled until the end of June are as follows.

1. Assist OIE head office to organise at least 4 full PVS – assessments. Involvement of SRR staff will be limited to observer status, if required.
2. Organise three workshops outside the planned round of workshops organised by the OIE Central bureau.
3. Organise and fund a *Rift Valley Fever (RVF)* training session on laboratory techniques for 12 English-speaking participants (2 participants from 6 national veterinary labs).
4. Develop a small database of current OIE reference labs and the diseases for which they are recognized, and of regional national or provincial labs in the SADC Member States, listing human and material resources.
5. Support applications from laboratories in the SADC region to be recognised as OIE reference laboratories through the twinning process.
6. Provide technical advice and support for the drafting of dossiers for official recognition of absence of disease/infection for priority diseases
7. Conduct at least 5 country visits to SADC Member States to identify gaps, strengths and establish priorities for investments and resource allocation, based on the outcome of PVS assessments rendered public. Countries that have not been evaluated will also be visited to make the Veterinary Services (VS) aware of the objectives, benefits and OIE official procedures for the PVS evaluation missions.
8. Identify and seek closer collaboration with OIE partners and programmes/projects in order to harmonise mission-dates, combine missions to avoid duplication.
9. Establish a small database of animal health and welfare scientists from the SADC region, working within the public or the private sector, in VS, universities or research labs.
10. Facilitate review of emergency preparedness plans for notifiable avian influenza (INAP) and provide technical advice to SADC Member States

In terms of capacity building workshops, the following subjects have been withheld :

- a) first specific workshop on laboratory diagnosis (RVF)
- b) good governance of Veterinary Services
- c) import/export certification and regional harmonisation
- d) new terrestrial animal health code provisions and concepts

For the next (final) work plan, starting in July 2008, the following capacity building work shops have been earmarked :

- e) second specific workshop on laboratory diagnosis (disease topic still to be identified)
- f) wildlife diseases surveillance
- g) new aquatic animal health code provisions and concepts

In addition, the sub-regional office intends to resume the training of new OIE delegates (in collaboration with the OIE Collaborating Center) and will develop and support other initiatives within the framework of the *Regional Animal Health Center for Southern Africa* (e.g. support to the second meeting of the SADC *Joint Technical Committee* on regional HPAI prevention and preparedness)

Conclusions

In order for this ambitious programme to be implemented before the end of the overarching financing agreement (December 31st, 2009), the office will have to face several challenges which have until now delayed the implementation of various planned activities. While the first phase pertaining to the establishment of an OIE office (hosting agreement) is now concluded, there's still need to improve connectivity with OIE Delegates and their national OIE focal points. The sub-regional office will also have to seek further involvement and raise ownership of OIE actions by SADC member countries, as well as to seek further support for capacity building activities within the framework of the *Regional Animal Health Center for Southern Africa*.

Acknowledgements

The authors take this opportunity to acknowledge the considerable support provided by the European Commission, through the *European Development Fund* and the *Grant Contribution Agreement* with the SADC Secretariat.

BACKGROUND PAPER 2

AN INTRODUCTION TO THE OIE PERFORMANCE OF VETERINARY SERVICES TOOL (OIE-PVS) AND LESSONS LEARNT

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keywords : PVS, *Veterinary Services*, *global public good*, *evaluation*, *governance*

In this era of globalisation, the development and growth of many countries, as well as the prevention and control of major biological disasters, depend on the performance of their agricultural and food policies and economies, and this, in turn, directly relates to the quality of their Veterinary Services (VS). The OIE considers Veterinary Services as *Global Public Goods*, with beneficial effects for poverty alleviation, securing assets (capital, animal), increasing productivity, allowing market access (local, regional and international) and improving public health through food safety and food security.

Some key factors of the OIE, such the fact that most of two third of its 172 Members are developing countries, as well as the OIE objectives and its broad mandate of “*improving animal health worldwide*” are the fundamental basis that greatly support and justify the current global programme of the OIE of strengthening VS.

This new broader OIE mandate can only be achieved with Good Governance of the Veterinary Services worldwide. The OIE supports its Members to comply with international standards, achieve food security and economic growth, and participate in international trade.

One of the objectives of the OIE is “*to provide expertise and encourage international solidarity in the control of animal diseases*”. The OIE provides technical support to Members requesting assistance with animal disease control and eradication. The OIE notably offers expertise to the poorest countries to help them control animal diseases that cause livestock losses, present a risk to public health and threaten other Members. The OIE has a permanent contact to international regional and national financial organizations in order to encourage them to invest more and better on the in the improvement of control of animal diseases and zoonoses.”

The OIE has undertaken a number of capacity building initiatives to support Veterinary Services all over the world. Among these activities the OIE has developed a procedure to assess the quality of Veterinary Services. Such procedure includes the use of the OIE Tool for the evaluation of *Performance of Veterinary Services* (OIE-PVS Tool) in reference to their compliance with OIE standards on quality as per the OIE Terrestrial Code, namely Chapters 3.1. and 3.2.

PVS evaluations establish the level of performance of VS, and identify gaps and weaknesses regarding their ability to comply with OIE international standards, including a shared vision with stakeholders (including the private sector) and serve as basis to establish priorities and carry out strategic initiatives.

The credibility of these services, in the eyes of its users and of other countries, depended in large measure on the effectiveness of their domestic programmes, and response of VS to emergencies arising from the entry of foreign diseases.

The OIE-PVS Tool includes all relevant aspects in relation to VS, and can be used for different objectives, such internal self-evaluations, bilateral negotiations with trading partners, and third party independent evaluation (OIE Procedure).

The WTO-SPS Agreement reaffirms the right of each Member to protect plant, animal and human life or health, but the Agreement requires countries to base these actions on scientific principles. For animal health and zoonoses, the OIE is cited as the reference organisation for standards, guidelines and recommendations covering international trade in animals and animal products. This approach of implementing international standards, guidelines and recommendations developed through the OIE, including standards on quality and evaluation of VS, aims to ensure that international trade is free of discrimination and scientifically-unjustified restrictions.

Major donors have accepted the use of the OPIE-PVS Tool and the criteria in the Code for the evaluation of VS as a prerequisite and a key guide in helping countries make requests for investment projects.

The OIE-PVS Tool is structured in 4 Fundamental Components:

- Human, Physical and financial resources,
- Technical authority and capability,
- Interaction with stakeholders,
- Access to markets,

Each of the fundamental component includes between 6 and 12 Critical Competencies (totalising 40 Critical Competencies), with 5 defined levels of advancement each, from level 1 when there is no compliance, to level 5 which indicates total compliance with the respective international standard. The assessment of each critical competency should be objective and based on facts and evidences, not on impressions.

The OIE-PVS evaluation is a voluntary process upon request the OIE Members. Evaluation missions are carried out by independent experts who were trained and certified by the OIE. All findings of the mission as well as the final report (agreed with the respective country after an internal peer review from the OIE) are of a strict confidential nature, and the OIE does not share them with any third party without the consent and official authorisation of the respective country.

The OIE-PVS evaluation is the first step of the process, which main outcome is a diagnostic of the current situation of VS. Evidences and findings of the evaluations are the basis for gap identification and gap analysis. The Gap analysis process, also on a voluntary basis upon request and with the direct involvement of the respective country, should support the development of investment projects which could be implemented through different channels and with different objectives, based mainly on the priorities and necessities of the country. The OIE is working in close collaboration with its partners (mainly FAO) and donors in the Gap Analysis and preparation of investment projects. The evolution of progresses is assessed through OIE-PVS Follow up missions (with intervals of 1 to 2 years) on a continuous programme.

BACKGROUND PAPER 3

EVALUATION OF VETERINARY SERVICES IN OIE MEMBER STATES EXPERIENCES GATHERED

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Introduction

Approximately two years after the first PVS missions were conducted, in the wake of the avian influenza crisis, the present paper seeks to present some of the practical aspects of conducting a PVS evaluation mission, according to the OIE's general principles and guidelines provided for in the various PVS manuals and guidelines. The purpose of this paper is to lift some of the concerns that interested country representatives (OIE delegates, ministers, ...) might have with regard to PVS, to highlight and demonstrate the flexibility of the PVS tool and eventually, to incite countries that have not yet applied for a PVS assessment, to do so still.

The points and positions voiced in this paper need to be understood in their proper context, i.e. that any PVS assessor is bound by the confidentiality clause (therefore data in this paper remain superficial and anonymous), experiences gathered so far are based on a limited number of PVS reports and peer-reviews and in any case, this paper reflects the assessor's personal views, not those of the OIE as an institution.

General principles and motivations governing the PVS evaluation missions

Whoever the assessor or whatever the country under review, the same basic rules govern all PVS missions :

- The assessment is requested by interested countries.
- The assessment is free of charge, except for local transport / domestic flights and translation / interpreting.
- The assessment encompasses both public and private Veterinary Services.
- There is no threshold for satisfactory / poor Veterinary Services.
- There is no comparison between countries.
- The draft report is peer-reviewed.
- The final report remains confidential until the country decides otherwise (in agreement with the OIE).
- PVS reports are limited to assessments of the current situation. If requested by the country under scrutiny, the PVS report can be slightly extended to include further analyses.

Based on experiences gathered so far, one can safely state that the main motivations for which countries (OIE delegates, CVO's, Ministers-in-charge) request a PVS mission, are fourfold :

1. Trade prospects (e.g. export to neighbouring countries, ...)
2. Regional integration, common markets (e.g. ASEAN, EU enlargement, SADC, ...)
3. Funding or investment prospects (e.g. government, donors, development banks, ...)
4. Self-evaluation (e.g. internal auditing of Veterinary Services, institutional reform, ...)

Methodology

The approach used to gather information during the PVS missions is roughly based on ISO 19011 auditing principles (used for auditing of management systems), but the PVS missions themselves are not to be regarded as audits, because of the rules, the purpose and the consequences which are completely different from the 'audit' mechanisms. PVS missions should be conducted in a thorough, but not confrontational manner, ensuring that the relationship with the national counterparts within the Veterinary Services or outside remains always polite, courteous, diplomatic but never complacent.

In this respect it is also of paramount importance to assess at an early stage of the mission, what is the relationship between the Veterinary Authority (or veterinary administration) and private sector, stakeholders and farmers. A very authoritative and dominating approach of the veterinary administration will likely translate into attempts to focus on

public Veterinary Services only, avoiding direct contacts with other stakeholders and even farmers. In such cases, the team leader of a PVS mission must ensure that a reasonable balance between all three pillars is found (private and public Veterinary Services, as well as stakeholders and farmers) and that the presence of the Veterinary Authority during encounters, meetings, or interviews with non-public personnel or stakeholders, is not detrimental to the quality of the information gathered. Very often it is wise to conduct these interviews separately, without the presence of representatives of the Veterinary Authority. This same principle sometimes also extends to mid and field level public personnel (they might also feel embarrassed to voice their opinions in the presence of their national hierarchy).

The basic tools used to gather information are :

- Documentary reviews
- Interviews and group discussions
- Observation of attitudes and behaviour, of working conditions

Whatever the tool used, every assessor should attempt to triangulate information (double-checking information from other sources) to ensure that information (and interpretation) is correct. The PVS assessment must also ensure that proportionate samples from the various components are taken (visited, interviewed), e.g. public versus private sector, industrial versus back-yard farming, ... In choosing the sites to visit, assessors will endeavour to do this without bias (proximity bias, convenience bias, road-side bias) and to allocate at least 50% of the time to field visits and interviews with farmers and other stakeholders (as opposed to time spent in the capital with institutional staff/stakeholders).

The following is a useful guide of institutions, services or enterprises that should be contacted during any PVS mission:

- Ministry/State Department
- National administration offices
- Local government offices
- Border inspection posts (B.I.P.)
- Veterinary clinics / offices
- Laboratories
- Farms (all types)
- Consumers (council)
- Abattoirs & butcheries
- Processing plants
- Universities
- Technical colleges

The next list is a useful guide of persons (public sector staff, private sector staff, stakeholders, civil society and farmers) to meet during any PVS mission :

- Decision makers / high officials
- Public sector veterinarians
- Private veterinary surgeons
- Industry vets and managers
- Farmers
- Laboratory technicians
- Veterinary inspectors abattoirs
- Veterinary inspectors B.I.P.
- Consumers
- Stakeholders
- Extension workers
- Veterinary para-professionals
- Teachers/lecturers in vet. science
- Vendors of vet. pharmaceuticals
- Pharmaceutical industry managers

Constraints : genuine constraints and myths

In the course of any PVS evaluation, there might be constraints, both on behalf of the assessors and the representatives of the host country. The most common constraint is the language barrier. National Veterinary Services are required to supply translating staff (both for interpreting and translation of documents). Where this was not possible, OIE has occasionally allowed evaluation teams to hire external translators. In certain countries, constraints may arise in terms of cultural differences (in the way people are spoken to, traditional attitudes in respect of age) and in terms of gender (in some countries and within some religions, it is inappropriate for women to interview men and vice versa).

Understanding the political culture within the public (and even private) sectors of the Veterinary Services is of paramount importance to appreciate the value of answers and information provided. Field personnel and mid-level personnel working within a very strict hierarchical and authoritarian structure will find it hard to interact with assessors in an open and transparent way, especially in the presence of their superiors. In a few countries, lack of transparency and openness is a generalised feature of society.

Very common constraints are constraints related to mobility (not all parts of the country might be easily accessible, or the cost of transport might be prohibitive for the national counterparts) and to time; all PVS evaluations almost invariably lack the necessary time to visit all sectors and geographical areas of intervention of the Veterinary Services.

Some of the constraints, sometimes raised by the potential recipients of PVS evaluations are in fact not true : one common misconception is that a PVS assessment is a disguised audit, similar to the EU's audits of export facilities and services. Another false constraint is that a critical PVS report might harm a country's existing trade interests (e.g. industry already exporting to the EU).

As explained earlier, while the PVS methodology is based on ISO auditing guidelines, the PVS –by its nature and purpose- is definitely not to be regarded as an audit. As such, the PVS tool is not the appropriate tool for potential importing countries to request an assessment of the exporting country's capacities (in various areas, as stipulated in the *Terrestrial Animal Health Code*, under § 1.3.3.3.).

Likewise, no PVS report is rendered public without the written and explicit consent of the recipient country. If a country chooses to disclose a PVS report which highlights some weaknesses in its system(s), it is entirely its own decision.

A common misconception about the conduct of a PVS assessment is that it is entirely handled by the OIE and does not require any major efforts or commitments on behalf of the recipient country. The truth of the matter is that any PVS assessment requires substantial efforts from the national veterinary administration in terms of collecting data, grouping documents, translating documents and making personnel and resources available to assist the assessors in their tasks (interpreting local languages).

Important phases of the PVS assessment

The consecutive steps in the implementation of any PVS assessment will generally include all or part of these phases :

- Preliminary contacts between the team-leader and the OIE delegate
- Preparation of documents
- Approval of the programme
- Briefing
- Assessment
- De-briefing
- Reporting
- Peer-review process
- Disclosure

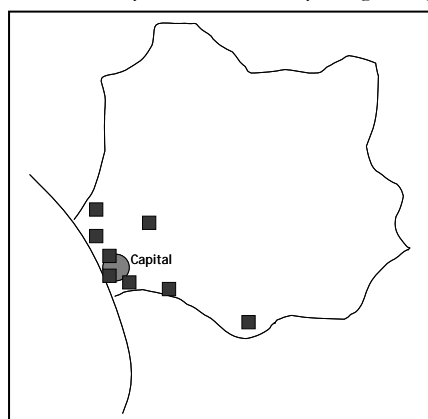
The notification letter, including the request to forward key documents to the team leader, is very important to establish a line of communication between the country's OIE delegate and the team leader. While it might seem surprising that the OIE delegate is contacted directly by a private person, contracted to conduct this assessment, it is essential that the OIE delegate take this notification seriously and respond promptly and adequately. Tedious and slow communication with the OIE delegate is usually a good indicator of things to come during the assessment *in situ*. Fortunately enough, most OIE delegates do respond adequately and in due time, although it must be recognised that few manage to actually forward the requested documentation to the team-leader before the onset of the mission. This is often also due to the very short time granted to the team leader between his or her appointment and the starting date of the mission. In reality therefore, most teams take delivery of the requested documents at the time of their arrival in the country.

In order for the team leader to finalise a draft programme, he or she will therefore often have to rely on internet resources and/or documents made available to him/her through regional or sub-regional OIE offices, other regional programmes and in certain cases, also EU-delegations (FVO reports) and World Bank country profiles.

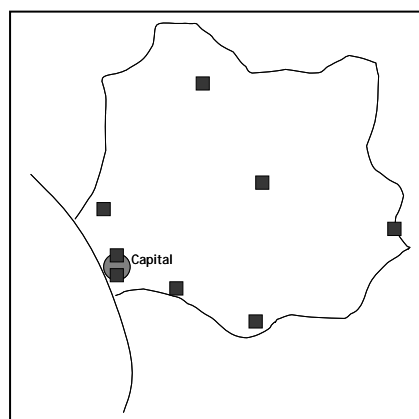
The follow-up letter, confirming dates and approval of programme, will usually be sent to the country's OIE delegate a few days before the mission takes off, providing a list of sites, institutions and geographical areas to be visited. The following table illustrates the need for countries to provide this information well ahead of the actual visit. Unless the team-leader has the information listed in the column 'nation-wide', he or she cannot select an appropriate sample and (ideally) name the institutions or stakeholders the team would like to meet.

Country	Nation-wide	Sample	List
Number of private veterinary surgeons	52	4	Angela A. Bothle B. Charles C. Daouda D.
Number of provinces or states	11	5	Atlantic Province Equator Province Northern Province Lotoko Province Miduguru Province
Number of domestic abattoirs	22	4	Tropmeat Ltd Kanun Municipality Tanzabeef Pty Peters & Sons
Number of export abattoirs	6	2	Kumar Meat Holdings Atlantic Poultry Ltd.

This kind of information is also needed to provide for the best possible geographical coverage, so that the information collected is as representative and diverse as can reasonably be expected. When plotting sites that were visited by certain PVS teams, one may observe a strong bias towards one particular area of the country. More often than not, this bias is introduced by the host country's organising team, often with the best intentions, for convenience or because of



Poor geographical coverage



Good geographical coverage

genuine travel constraints. The briefing, shortly after the arrival of the team in the country, can be organised with the OIE delegate and his closest collaborators only, or through a fairly broad meeting, including representatives from the private sector, stakeholders, etc.

Whatever the scenario might be, the purpose is the same : explain what the PVS tool is, what it can do and what it can't do. Often, national counterparts are insufficiently informed about the precise scope of the PVS tool and expectations are in some cases unrealistically high.

The de-briefing or wrap-up meeting is just as important as the briefing. It allows the assessors to briefly present the salient findings of the mission, to share their general impressions, to fine-tune possible conclusions, identify remaining gaps and in general, seek consensus (or rather, ownership) with regard to the PVS' outcomes. Assessors will –in general- not present the precise levels of advancement (as these may change during the drafting of the report), but may draft a short aide-memoire, awaiting the submission of the (draft) report later on.

Once the mission is concluded, the assessors have about one month to submit a draft to the OIE; experience so far has shown that it is usually more. Together with the draft report (printed and in electronic format), the team leader will also forward all documents collected during the mission (manuals, reports, folders, posters, pictures, photocopies of legislation, etc...) to the OIE Head office for filing purposes.

The way in which this report is drafted may vary from team to team. Some teams will compile a report based on the contributions of all team members, while others will have a draft written entirely by the team leader, after which the other team members contribute. Whatever the methodology used, the team leader remains the final responsible for the quality of the report and should ensure that the report is balanced and consequent (in-consequences often arise when different team members write different chapters). Achieving a fair balance between chapters I and II on the one hand

(human and financial resources, and technical capability and authority) and chapters III and IV (interaction with stakeholders and market access) is usually quite a challenge, especially when dealing with least-developed countries. Another challenge consists in granting sufficient attention to private sector activities, in order to avoid a strong bias towards public Veterinary Services.

Some guiding principles when writing the report are :

- The PVS report is not a questionnaire to be filled out
- The PVS report is not an inspection report with binding instructions (EU-inspections)
- The PVS report should be as descriptive as possible, but foremost analytical
- The PVS report should substantiate any statements made (documentary references, annexes, photographs, quotes, etc.)
- The report should be objective, critical, but always constructive
- In its conclusions, the report should take account of the country's viewpoints (as voiced e.g. during the de-briefing), but should not be negotiated

The OIE then identifies a peer-reviewer, who has about one week to ten days to review the report. Here also, experience shows that more time is needed (especially since these peer-reviewers do this work on top of their usual daily tasks). Experience has shown that, while this process may be slow and tedious, it is nevertheless essential. Most reports require interventions from peer-reviewers to ensure harmonisation of reporting formats and full compliance with the reporting framework, before being forwarded to the country. Ideally, the peer-reviewer should liaise with the team leader to seek (a) clarification and (b) consensus over the changes that have to be made to the report. These changes might vary from mere cosmetic changes (lay-out, structure, style) to fundamental changes when there is reason to doubt the quality of the assessment and the proposed levels of advancement that result thereof.

Once agreement is reached between team leader, peer-reviewer(s) and the OIE, the official draft report is then sent to the recipient country's OIE delegate for comments and approval. If the country's OIE delegate and his/her staff gained ownership of the assessors' viewpoints during the mission, and in particular during the de-briefing, there will usually be no reason for the recipient country to challenge or outright reject the report. Minor changes or clarifications are always welcome and are taken into consideration in the finalisation of the report.

Only in cases where there is no agreement between the OIE (and its assessor team) and the country under scrutiny, or otherwise, when the report highlights weaknesses that might endanger existing trade interests, will the country decide not to disclose the report (through OIE). Even in these cases, it is always possible to request OIE to disclose the contents of the report to some categories and not others (e.g. distribute to FAO and World Bank, but not to EU or bilateral trading partners). In this way, countries may seek help to address identified shortcomings before opening up to their trading partners (possibly after a second follow-up PVS assessment).

The assessment itself : experiences with critical competencies

In this section, 11 out of the 31 critical competencies are briefly discussed with regard to the understanding of the definitions, scope of activities, experiences in assessing these competencies and possible shortcomings of the PVS system at this stage.

SECTION I.1. PROFESSIONAL AND TECHNICAL COMPETENCE OF THE PERSONNEL

The capability of the VS to efficiently carry out their veterinary and technical functions; measured by the academic qualifications of their personnel in veterinary, other professional and technical positions.

The main constraint for the PVS assessor lies with the assessment of the word '*qualification*', especially in developing countries where veterinary education and the issuance of veterinary degrees is seriously eroded. There might be a sufficient number of '*graduate*' veterinarians in the country, but are they '*qualified*'? No international standard exists to date, which enables to compare DVM (or even MSc and PhD) degrees awarded in different countries.

SECTION I.5. COORDINATION CAPABILITY OF THE SECTORS AND INSTITUTIONS OF THE VS

The capability of the VS to coordinate national activities, including disease control and eradication programmes, food safety programmes and responses to emergency situations.

The main tool to achieve proper coordination and oversee the activities carried out at various (horizontal and vertical) levels, is the “chain of command”, as defined in the Code (refer to text box). The *Veterinary Administration* (e.g. the *Director of Veterinary Services*, the *Principal Veterinary Officer* or the *Chief Veterinary Officer*) should have direct authority of his/her veterinary staff at national, provincial (divisional/district/circle) and local level, some of which represent the *Veterinary Authority*, endowed with the privileges to e.g. sign sanitary certificates, movement permits or take police-like containment measures in the face of an *outbreak*. Very often, distinction has to be made between the administrative and hierarchical chain of command (where the Director of Veterinary Services might not have a direct chain of command towards his/her subordinates) and the technical chain of command (which might exist, though not ‘officially’). In federalised and decentralised political systems (e.g. the USA, Brasil, Nigeria, Germany, Belgium, Switzerland, ...) the assessment of this chain of command becomes very complex. A federal or decentralised organisation of *Veterinary Services* should not by default be regarded as inadequate, unless there are strong indications of inadequate interaction between federal, state and local governments.

Article 1.3.3.2. of the Code : Fundamental principles of quality (of the V.S.)

The Veterinary Services shall comply with the following principles to ensure the quality of their activities:

6. General organisation (...)

The Veterinary Services should define and document the responsibilities and structure of the organisation (in particular the chain of command) in charge of issuing international veterinary certificates. (...)

SECTION I.7. FUNDING

The ability of the VS to access financial resources, adequate for their continued operation, independent of political pressure.

Here, the main constraint resides in differentiating the (public) *Veterinary Services*’ budget from the over-arching institution (e.g. “*Department of Animal Health & Production*”, or “*Livestock Services Department*”). When *Veterinary Services* operate within a federalised or decentralised context where local governments budget for their own *Veterinary Services*, the task of establishing a reliable estimate of the *Veterinary Services*’ budget becomes near to impossible. Then again, once one manages to establish a reliable estimate, there is lack of reference as to what is to be regarded as *adequate* or *inadequate*. Attempts to correlate budgets with e.g. the number of vets (*veterinary livestock units*) or the volume of TLU’s (*tropical livestock units*) are debatable. Likewise, what might be regarded in a less-developed country as being ‘sufficient’, might be ‘insufficient’ in an in-transition country. This of course, is where the expertise and experience of the assessor comes in.

SECTION I.8. CONTINGENCY FUNDING

The capability of the VS to access extraordinary financial resources in order to respond to emergency situations or emerging issues; measured by the ease of which contingency resources can be made available when required.

There is now general consensus that contingency funds should not necessarily be tangible and lodged in a bank-account at any time, nor that it should be specifically intended for animal health emergencies. Efficient (recurrent) budgeting and rapid mobilisation protocols to make budgeted funds available in a short lapse of time, are just as useful, and probably better adjusted to government and donor accounting procedures. In general, prior arrangements for contingency funding are made on the basis of agreed, and adopted *emergency preparedness plans* (EPP), which will provide detailed insight into the pathway for declaration and official recognition of a *disease outbreak*, as well as the material, human and financial needs involved. The latter, therefore, should also be taken into account when assessing contingency funding. Finally, the definition of contingency funding as it stands today, is not clear on whether *compensation* mechanisms for farmers (in kind or in cash) are taken into account as well.

SECTION II.1. LABORATORY DISEASE DIAGNOSIS

The authority and capability of the VS to identify and record pathogenic agents including those relevant for public health, that can adversely affect animals and animal products.

None of the PVS-certified assessors are laboratory experts, therefore a thorough and comprehensive review of the veterinary laboratories (central, provincial, diagnostic, research, education, private or public) is not possible (also because of time constraints), nor is it relevant to the PVS assessment. Assessors should focus on the outputs of diagnostic labs, where the number of samples submitted is always a good indicator of surveillance activities in-country (section II.4), the funding mechanisms and the sustainability of funding, the qualifications of human resources, the required back-up systems (water, power) and the interactions with other labs (domestic, regional and international), internal and external QA systems in place, accreditation by national or international standard setting bodies (ISO, OIE, etc...), the estimated bio-security level(s) and the overall tendency of the laboratories' development (improving or degrading). A useful guiding principle to assess (minimal) diagnostic capacity is to take the list of notifiable diseases (legislation, regulations) and to assess how much of these diseases can be diagnosed (if only, serologically). In this respect, it is in our view, perfectly acceptable for a (small or poor) country to delegate the responsibility for part or all of its diagnostics to a laboratory in a neighbouring country (as a service provider), as long as the service is the same (in terms of timeliness and reliability) as one would expect from a national laboratory, whether public or private. In some cases, countries may entrust advanced diagnosis to international research centers, based in these countries (e.g. Gambia/ITC, Kenya/ILRI,...).

SECTION II.8. VETERINARY MEDICINES AND BIOLOGICALS

The authority and capability of the VS to regulate veterinary medicines and veterinary biologicals.

Assessors will seldom find it easy to appreciate this critical competency, essentially because the production, imports, wholesale, registration, retail and administering of veterinary drugs and biologicals, such as vaccines, is usually entirely or partially entrusted to other public or private operators. Typical examples of institutions-in-charge are : the Ministry of trade and industry (imports, production, wholesale), the Ministry of health (imports, registration, wholesale, retail), government agencies for the imports of essential drugs (both human and animal), private vets, private veterinary para-professionals, private retailers of animal feeds, and farmers, cooperatives, vertical integrations and farmers' unions. To assess the precise scope and responsibility of the Veterinary Services in terms of veterinary drugs delivery to farmers is very often difficult. An analysis of legislation on registration of veterinary drugs and the scope of the Veterinary Authority in terms of imports is often essential (if available), keeping in mind that the *veterinary administration's* role lies in regulation and control of practices, procedures and processes, not the actual production, import or delivery of veterinary drugs.

SECTION III.2. CONSULTATION WITH STAKEHOLDERS

The capability of the VS to consult effectively with stakeholders on VS activities and programmes, and on developments in animal health and food safety.

This critical competency is often all too easily qualified as satisfactory by the hosting veterinary administration. Assessors should however insist on the broad definition of the term 'stakeholder' (e.g. not just other ministry departments), which includes farmers, processors, private veterinary surgeons, animal welfare organisations, nature conservation organisations, fisheries and food safety related bodies, and of course the consumers. In assessing these interactions, it is important to verify the frequency, type and scope of these stakeholder meetings and verify whether these are documented (reports, feedback).

SECTION III.4. ACCREDITATION / AUTHORISATION / DELEGATION (TO PRIVATE ACTORS)

The capability and authority of the public sector of the Veterinary Services to accredit / authorise / delegate the private sector (e.g. private veterinarians and laboratories), to carry out official tasks on its behalf.

This critical competency is inherently related to the presence of private Veterinary Services delivery. No private Veterinary Services, no accreditation. Where private Veterinary Services are present, there might or might not be a system of health accreditation; if so, one should carefully assess the terms and the scope of this accreditation (is it only for vaccination, or also for meat inspection, surveillance, stamping-out measures ?). Since no specific section is dedicated to private Veterinary Services, these aspects (legislation, importance, sectors involved, constraints) should be dealt with under this heading of accreditation/authorisation and delegation. Other aspects of private services may be dealt with under the "Veterinary Statutory Body" (section III.5.) and "Veterinary Medicines and Biologicals" (section II.8.) whenever appropriate. Also note that public services, delegated to private operators might also include laboratory diagnostic services.

SECTION III.6. IMPLEMENTATION OF JOINT PROGRAMMES

The capability of the VS and stakeholders to formulate and implement joint programmes in regard to animal health and food safety.

Very little information is found in PVS reports on this issue. At best, assessors will ascertain that there are varying degrees of institutional collaboration between public health and animal health services (e.g. in the control or prevention of HPAI or rabies). But there might be others : one should also include possible joint programmes with customs and excise (border inspections), nature conservation (wildlife surveillance), environmental protection services (land-use, animal waste, bush-fire and pasture carrying capacity issues, issues related to climate and insect disease vectors), HIV-AIDS campaigns (extension to farmers), fisheries departments (aquaculture or marine fisheries products), food quality laboratories, research institutions and academic institutions (curriculum development).

SECTION IV.4. INTERNATIONAL CERTIFICATION

The authority and capability of the VS to certify animals, animal products, services and processes under their mandate, in accordance with the national legislation and regulations, and international standards.

Especially less-developed countries will argue that international certification is applied, in referring to the exports of marine fisheries products, whether offshore or through inland processing (for coastal countries or countries bordering important lakes, that is). Typical examples are the certificates issued under the fisheries agreements with the EU. While this may be true, assessors must ascertain what the role of the Veterinary Services is in this certification process. Unless certification is handled by the Veterinary Authority and shows clear linkages with terrestrial animal health (same labs, same personnel, certification for other terrestrial animal products), certification for fisheries products alone should not be considered. At this stage, the PVS indeed only refers to the OIE Terrestrial Animal Health Code.

SECTION IV.5. EQUIVALENCY AND OTHER TYPES OF SANITARY AGREEMENTS

The authority and capability of the VS to negotiate, implement and maintain equivalence and other types of sanitary agreements with trading partners.

In order to adequately address this critical competency, assessors must be conversant with the WTO SPS agreement and the workings of the SPS Committee. Most information can easily be found on the WTO websites. A thorough assessment should include examples of equivalency agreements or –at least- ‘*other types*’ of bilateral agreements on the format of international zoo-sanitary certificates. The country’s membership to the WTO, and if so, its activities within the SPS environment (notification to the SPS Committee) should be assessed too.

WTO SPS Agreement : “Members shall accept the sanitary or phyto-sanitary measures of other Members as equivalent, even if these measures differ from their own or from those used by other Members trading in the same product, if the exporting Member objectively demonstrates to the importing Member that its measures achieve the importing Member’s appropriate level of sanitary or phyto-sanitary protection.”

Conclusions

Based on the previous section and on experiences with other critical competencies (not discussed here), one could argue that the PVS system shows a certain number of shortcomings, which are not adequately addressed in the current model. These are e.g. the (quantitative) level of staffing of the Veterinary Services, the level of equipment and infrastructures, specific issues related to sustainability, the issue of compensation to farmers and the specific issues related to food safety (meat inspection). Fortunately, the PVS model is very flexible and the PVS approach is by all means a work in progress. To illustrate this, the 2007 version of the PVS manual is already quite different of the 2006 version on which these comments were based. New critical competencies have been added, definitions extended, indicators added. Any PVS mission conducted as from January 2008 will therefore better address most of the constraints mentioned in this paper. Some questions however remain : should the PVS eventually also take account of the Aquatic Animal Health Code, as well as of animal welfare or well-being issues ?

Acknowledgements

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BACKGROUND PAPER 4

APPLICABILITY OF THE CONCEPT OF TRACEABILITY OF LIVESTOCK AND LIVESTOCK PRODUCTS IN AFRICA

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keywords : *traceability, identification, registration, eartag, tattoo, branding, trade*

Introduction

Africa is endowed with livestock resources comprising over 250 million cattle, 220 million goats, 210 million sheep and many other types of livestock.

Livestock farming remains one of the major industries in Africa with significant contribution to the continent's gross domestic product (GDP) and constitute a major source of foreign currency earnings for several countries. Pastoral communities in some regions of Africa are wholly dependent on livestock farming. The development of the livestock industry vary greatly from one country or region to another depending on objective, investment and industrialization of the country. The livestock farming systems found in Africa include commercial fenced farms, traditional or communal open system and the transhumance type of livestock management system. With the transhumance, there is seasonal migration within the grazing system which at times involve cross border movements.

While the majority of African countries still practice informal livestock and livestock products trade, there is a growing move towards formal trade and the commercialisation of the sector. In fact some countries in Southern Africa have long exported beef to the European Union (EU) countries and other lucrative markets. There is no doubt that it is the intent of every country in Africa to move from the traditional type of farming to a more commercial exported oriented livestock farming. This however has many challenges which need to be overcome. To achieve meaningful benefit from their livestock, many African countries need to increase investment in the sector and comply with stringent requirements for international livestock and livestock products trade. Animal diseases and poor livestock development infrastructure are some of the greatest challenges that Africa has to address.

Animal Identification and Traceability

Animal identification has been in use for many years for various reasons which included among others ownership, theft control, genetic improvement and country of origin. The means of animal identification include hot iron branding, tattooing, ear notching, eartag, rings, microchips, photos, DNA and others. Initially the identifiers in place were targeted to groups of animals, establishment or slaughter facility, but technological advances over the years has allowed the introduction of individual animal identification.

A good animal identification system is a pre-requisite to the establishment of an animal and product traceability system which is a subject of growing interest. Many countries consider the main objective of animal identification and traceability as a necessary tool to meet the following needs: ownership, public health, animal health, animal movements and local and international trade. At global level, the key players in animal identification and animal product traceability are the World Organization for Animal Health (OIE) and the Codex Alimentarius Commission (CAC). The OIE established an *Ad hoc* group on animal identification and traceability in 2005 to develop some guidelines on this subject.

General Principles: OIE Appendix 3.5.1 (Article 35.1.1)

1. Animal identification and animal traceability are tools for addressing animal health (including zoonoses) and food safety. These tools may significantly improve the effectiveness of activities such as: the management of disease outbreaks and food safety incidents, vaccination programmes, herd flock husbandry, zoning/compartmentalization, surveillance, early response and notification system, animal movement controls, inspection, certification, fair practices in trade and the utilization of veterinary drugs, feed and pesticides at the farm level.

2. There is a strong relation between animal identification and the traceability of animals and products of animal origin.
3. Animal traceability and traceability of products of animal origin should have the capability to be linked to achieve traceability throughout the animal production and food chain taking into account relevant OIE and CODEX standards.
4. The objective(s) of animal identification and animal traceability for a particular country, zone, or compartment and the approach used should be clearly defined following an assessment of the risks to be addressed and other factors such as animal and public health consideration, animal population consideration, type of animal production, movement pattern, available technologies, trade in animals and animal products, cost/benefits analysis and other economic, geographical and environmental considerations. So in designing the system, all the above must be taken into consideration.
5. Animal identification and animal traceability should be under the responsibility of the Veterinary Authority. It is recognized that other Authorities may have jurisdiction over other aspect of the food chain, including the traceability of food.
6. The Veterinary Authority with relevant government agencies and in consultation with the private sector, should establish a legal framework for the implementation and enforcement of animal identification and animal traceability in the country. In order to facilitate compatibility and consistency, relevant international standards and obligations should be taken into account. This legal framework should include elements such as the objective, scope, organizational arrangements including the choice of technologies used for identification and registration, obligation of all parties involved, confidentiality, accessibility and the efficient exchange of information.
7. Whatever the specific objectives of the chosen animal identification and animal traceability, there is a series of common basic factors, and these must be considered before implementing, such as the legal framework, procedures, the Competent authority, identification of establishments/owners, animal identification and animal movements.
8. The equivalent outcomes based on performance criteria rather than identical system based on design criteria should be the basis for comparison of animal identification system and animal traceability.

Key elements of the animal identification system

A good animal identification system is a pre-requisite to establishing a sound animal and product traceability. Some elements of a good animal identification system include the following:-

1. Desired Outcomes

Desired outcomes should be defined through consultations between the Veterinary Authority with key stakeholders such as farmers, food processors, private sector and other government agencies. The desired outcomes may include the following:-

- a) Animal health
- b) Public health (zoonosis and food safety)
- c) Management of emergencies
- d) Trade
- e) Animal husbandry (genetic data or performance of animals)

2. Scope

Scope should be defined through consultation between Veterinary Authority and other parties.

3. Performance Criteria

Performance criteria depends on the desired outcomes and scope of the program. How long should animals or products must have been traced.

4. Preliminary Studies

In designing animal identification systems, it is necessary to conduct preliminary studies which should take the following into account.

- a) Animal population, species, distribution, herd health.
- b) Farming and industry structure
- c) Animal health
- d) Public Health
- e) Trade issues
- f) Animal husbandry
- g) Animal movement
- h) Social and cultural aspects
- i) Available technology
- j) Existing identification system
- k) Benefits from the identification system
- l) Others

5. Design of the program

The program should be designed in consultation with stakeholders to facilitate implementation. The choice of a physical animal identifier should take into account elements such as durability, human resources, species and age of the animals to be identified, animal welfare, cultural aspects, economics, technology compatibility and relevant standards, farming practices, animal population, climatic conditions, resistance to tampering, trade, retention and readability.

The Veterinary Authority is responsible for approving the materials and equipment chosen. The Veterinary Authority is also responsible for ensuring that identifiers are unique.

a) Registration

Procedures need to be incorporated into the design of the program in order to ensure that relevant events and information are registered in timely manner and are accurate.

Records should specify:

- Species, unique identifier or group identifier, date of the event, establishment number or owner.
- Establishment/owner number, location, type of establishment. The register should include the name of the person legally responsible for the animals at the establishment.
- Animal identification and species should be registered.
- Movements - the registration of animals is necessary to achieve traceability.
- Other events can be registered e.g. births, missing animals, exports, etc.

b) Documentation

Documentation requirements should be clearly defined and standardized according to the scope, performance criteria and desired outcomes and supported by the legal framework.

c) Reporting

Relevant events such as movements, changes in number of livestock etc should be reported to the Veterinary Authority.

d) Information System

An information system should be designed according to the scope, performance criteria and desired outcomes, and it could be a paper based or electronic system.

The system should have the capability or potential for linkage to traceability in other parts of the food chain and appropriate safeguards to avoid loss of data, including backup system.

e) Penalties

Different levels and type of penalties should be defined in the program and supported by the legal framework.

f) Commercial Arrangements

An animal identification and traceability system requires producers, processors and others to purchase equipment.

g) Legal Framework

The Veterinary Authority with other relevant government agencies in consultation with stakeholders, should establish a legal frame work for the implementation and enforcement of animal identification and traceability in the country. The structure of the framework will vary from country to country. Animal identification, animal traceability and animal movement should be under the responsibility of the Veterinary Authority. The legal framework should address:

- Desired outcomes and scope
- Obligation of the Veterinary Authority
- Organizational arrangements
- Data accessibility
- Confidentiality
- Others

h) Auditing

Auditing should be carried under the authority of the Veterinary Authority to detect any problems with the animal identification system and animal traceability and to identify possible improvement.

Applicability of animal and animal products traceability in Africa

Animal and animal product traceability can be achieved in Africa just like in any other continent. There are already some African countries that have established animal identification and traceability systems of highest standard which are regularly audited by importing countries. Such a system exists in Botswana and Namibia. The Botswana system is based on the intra-ruminal bolus equipped with *radio frequency identification devices* (RFID) and it is permanently inserted in the stomach for permanent animal identification. The system is applied countrywide in both commercial farms and traditional farming system and it is only used in cattle. Although the system was developed to meet trade requirements, it can be used for other objectives such as production monitoring and genetic improvement. The Namibian livestock identification and product traceability system is based on the use of eartags for individual animal identification. The system is currently limited to commercial farms although there are plans to expand it to communal or traditional sector. The Botswana's livestock identification and product traceability is fully funded by government with cost recovery at slaughter while the Namibian system is co-funded by the private sector and government. In both of these countries, the system is fully computerized in terms of data acquisition and report generation.

There are other countries in Southern Africa that are also implementing animal identification and traceability based on the eartag and their systems are regularly audited by importing countries. Generally, countries that are exporting to the European Union (EU) and other lucrative markets are the ones that are implementing some form of animal identification and product traceability system as a requirement for complying with export certification.

Countries in other regions of Africa have expressed keen interest in introducing animal identification and product traceability, but there are many challenges that have to be addressed before the system can be widely applied. Some of these challenges include:

- Weak and under funded Veterinary Authority
- Absence of appropriate legislative instruments
- Existence of transhumance in some regions
- Poor record keeping
- Uncontrolled livestock movements
- Availability of appropriate technologies
- Poor Veterinary Infrastructure
- Inadequate human resources
- Animal Husbandry
- Social and cultural norms

For a proper functioning of animal identification and products traceability the above general constraints have to be addressed. African countries have to recognize the value of their livestock and livestock products as tradable commodities that has great potential to improve their living standards.

What needs to be done to improve the adoption of animal identification and product traceability in Africa.

At International Level

- The OIE should expedite the development of guidelines and standards on animal identification and product traceability.
- Through its various sub regional offices, the OIE needs to help countries in establishing some form of livestock identification and product traceability as part of livestock product trade promotion.
- OIE should introduce training and workshops on animal identification and product traceability.
- OIE should promote networking and information availability on animal identification and product traceability.
- OIE should link with teaching institutions to introduce animal identification and product traceability so that the concept can be embraced early at work.
- OIE should develop a prototype or model legislative instruments which countries can use in developing theirs.
- OIE should promote more research and documentation on animal identifier and product traceability tools to help countries make informed choices.

At Country Level

- African countries should strengthen their Veterinary Authorities to effectively implement international standards as well as animal identification and product traceability system.
- Mobilise various stakeholders and establish a forum for discussing animal identification and product traceability.
- Countries should initiate various studies on animal identification and product traceability taking into account the cost-benefit analysis of introducing the system.

Conclusion

Animal identification and product traceability is no longer a choice but an imperative if African countries are to effectively participate in international trade. The basis for introducing and managing an internationally acceptable animal identification and product traceability is well established Veterinary Authority supported by an appropriate legislative instruments for managing the system. Guidelines on developing an internationally acceptable animal identification and product traceability are now available in various OIE publications, and there is an OIE *Ad hoc* group on this subject.

Africa can implement a robust animal identification and product traceability system, as already demonstrated by some countries in the continent. There is however a need to define such a system and what it is intended to achieve. Each country situation should be assessed before introducing the system. Issues of technology, farming structure, resources and animal species or population needs to be addressed. A regional project on animal identification and product traceability needs to be initiated to assess country situations and advise them on how they can introduce appropriate systems. The value of animal identification and product traceability is no longer in question in every country and it is how it can be done that needs to be addressed. Mentors and centres of excellence in the subject need to be identified in the continent to help countries move forward. There should be a continuous dialogue at every major African forum on the matter to clearly build confidence in many countries.

BACKGROUND PAPER 5

CREATION OF THE OIE/FAO JOINT REGIONAL ANIMAL HEALTH CENTRE FOR SOUTHERN AFRICA

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General background

The establishment of a *Regional Animal Health Center* (RAHC) is not only novel to Southern Africa, but is generally speaking, a new phenomenon. Three major events led to the establishment of the first *Regional Animal Health Center* in Bamako (in 2006) :

- The appearance in 2003 of pandemic H₅N₁-type notifiable *highly pathogenic avian influenza* (HPAI) in south-eastern Asia.
- The establishment in 2004 of the *Global Framework for the progressive control of Trans-boundary Animal Diseases* (TAD).
- The introduction in 2006 of *highly pathogenic avian influenza* in Africa.

The *Global Forum for the Progressive Control of Transboundary Animal Diseases* (GF-TADs) is a joint FAO/OIE initiative, which combines the strengths of both organisations to achieve agreed common objectives. GF-TADs is basically a facilitating mechanism which endeavours to empower regional alliances in the fight against trans-boundary animal diseases (TADs), to provide for capacity building and to assist in establishing programmes for the specific control of certain TADs based on regional priorities.

The GF-TADs programme is being developed along four main thrusts:

- (1) A regionally led mechanism, to operationally address and implement action against priority diseases as agreed by relevant stakeholders;
- (2) The development of Regional and *Global Early Warning Systems* for major animal diseases;
- (3) The enabling and application of research on TADs causing agents at the molecular and ecological levels for more effective strategic disease management and control; and,
- (4) The completion of the *Global Rinderpest Eradication Programme* (GREP) set for achieving global declaration of freedom by the year 2010.

The goals of GF-TADs are:

- To safeguard the livestock industry of developed as well as developing countries from repeated incursions of infectious disease epidemics,
- To improve food security and economic growth of developing countries through the reduction of the damaging effects of epidemic animal diseases,
- To promote safe trade in livestock and animal products at national, regional and international levels.

The overall objective of GF-TADs is to limit the ravages of animal diseases on the livelihoods of livestock dependent people around the world and to promote safe and healthy trade through strengthening local and national capabilities.

In operational terms the GF-TAD Agreement seeks to enhance collaboration and cooperation with regional specialised organisations in animal health by direct personnel inputs to member countries in ensuring coordinated strategies and trans-boundary disease control programmes, to sustain regional reference laboratories and institutes, to host and guide meetings, workshops, capacity building in technologies and understanding of mechanisms of disease spread and disease prevention measures.

It is recognised that some of the existing regional structures are notably weak and require revitalization or strengthening. In order to achieve this, the GF-TAD aims to establish *Regional Support Units*, with a cadre of epidemiologists (and support personnel) and initially funded through the GF-TADs, integrated in relevant regional bodies.

While GF-TAD was still being rolled-out and *Regional Support Units* were taking shape, HPAI hit the African continent in January 2006, to start with in Nigeria. An improvised collaboration between regional stakeholders and international organisations, represented at regional level, was kick-started to assist the affected country in the shortest possible time. As other countries also became affected (Niger, Burkina Faso, ...) it became clear that there was a desperate need for guidance at country level on technical, organisational and financial issues, both for infected countries, and countries at risk in West and Central Africa. The technical expertise of FAO and OIE, available in West Africa at the time, was pooled, together with that of AU-IBAR and led to the establishment of the first *Regional Animal Health Center*, located in Bamako, Mali in April 2006. As such, it became the first *Regional Support Unit*, as defined in the GF-TAD's agreement.

Definition, rationale and operational modalities of the RAHC approach

The concept of *Regional Animal Health Centers* is a new concept whereby international technical agencies share their mandates and pool resources to help prevent and control trans-boundary animal diseases, with –under the circumstances- particular reference to highly pathogenic avian influenza.

Regional Animal Health Centers are not to be regarded as institutions. They are a coordination mechanism, whereby each partner organisation maintains its core activities and financial independence. Additionally, they may submit joint proposals to implement or support activities in the area of animal health which have a regional dimension (therefore, foremost trans-boundary diseases).

The objectives of these Centers are in the short to medium term : to coordinate avian influenza related actions between international and continental implementing agencies; and in the mid to long term : to put the GF-TADs Agreement to work at regional and sub-regional level.

In GF-TAD terminology, on all continents, *Regional Specialised Organisations* (RSO) participate in the set-up of *Sub-Regional Support Units* (RSU), which are now named *Regional Animal Health Centers* (RAHC). The RSO's or continental partner-agencies provide technical expertise and contribute financially to the RAHC. In Africa, the RSO is the African Union's agency, the *Inter-african Bureau for Animal Resources* (IBAR), based in Nairobi, Kenya.

Role of the Regional Economic Communities

Regional Animal Health Centers can be considered as 'service providers' to the *Regional Economic Communities* (REC), such as e.g. ECOWAS, CEMAC, or SADC. They may provide strategic guidance and additional (technical, logistic and financial) inputs, either directly or through member countries or the host-country.

Activities

Joint activities are based on a separation of tasks and identification of synergies, as agreed between OIE and FAO and must produce added value to the collaboration between OIE and FAO. For the time being, focus remains on *highly pathogenic avian influenza* (FAO) and on the strengthening of Veterinary Services (OIE), including good governance and capacity building. Continental inputs (IBAR) focus on area-wide (regional) disease control strategies (mainly HPAI), harmonisation of legislation and livestock policies, including capacity building and information management and dissemination.

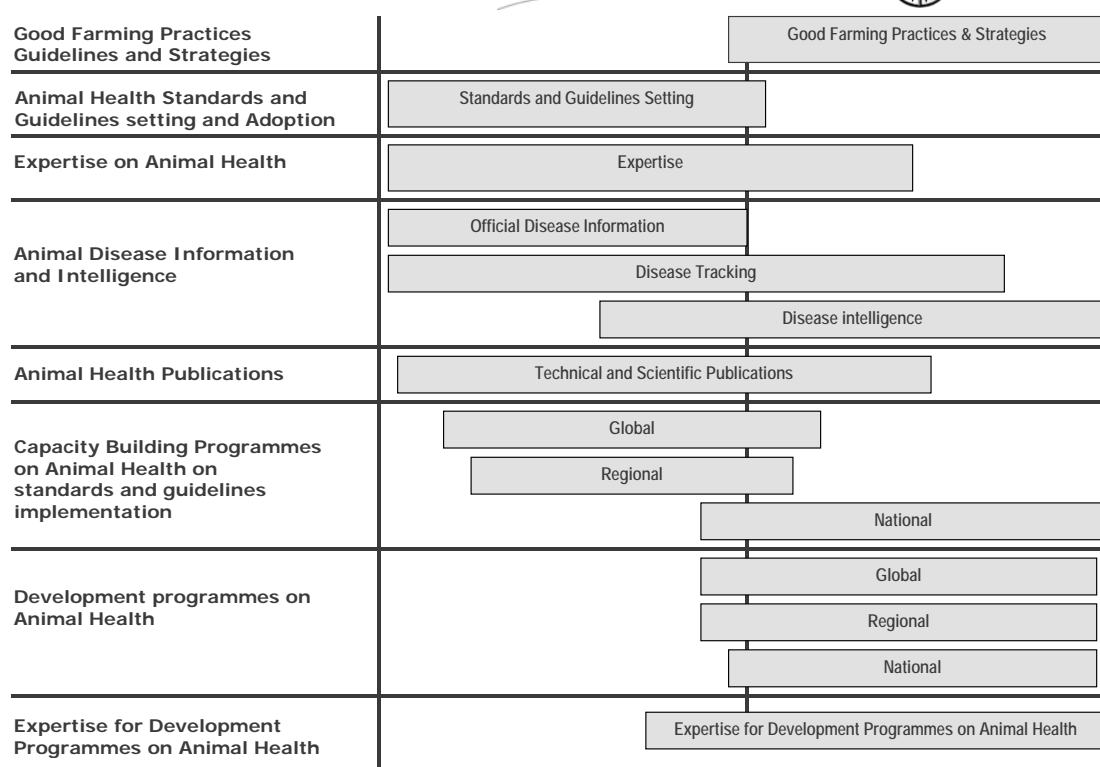


Table : separation of tasks between OIE and FAO within the context of the RAHC's

Current situation in Africa and the Middle East

At this point in time (January 2008), only the RAHC for West and Central Africa, and the one for the Middle East, operate officially, i.e. through a three way agreement signed between OIE, FAO and AU-IBAR (West and Central Africa, Based in Bamako) and the Government of Lebanon (Middle East, based in Beirut). In both Centers, the OIE is established as the lead organisation, holding the position of permanent secretariat of the RAHC. The RAHC for Northern Africa (Tunis) is being set-up under the auspices of the FAO, while OIE and AU-IBAR staff are expected to be seconded to the Center soon. In Nairobi (East Africa), the Center operates as a bilateral collaboration between FAO and AU-IBAR, where AU-IBAR is the lead agency. Finally, in Southern Africa, both FAO and OIE are represented, the latter being the lead agency. Staff from AU-IBAR will be seconded to the Center very soon. The signature of a formal agreement between OIE and FAO for the establishment of the RAHC for Southern Africa is imminent, and will be followed by a rider once the AU-IBAR component is on-board.

Centers	Hosting agency
Bamako	OIE (RR)
Beirut	OIE (RR)
Gaborone	OIE (SRR)
Nairobi	AU (IBAR)
Tunis	FAO (ECTAD)

Table. Hosting agencies in the various existing or future RAHC's in Africa (& Middle East).

Due to the varying geographical areas recognised by the various technical agencies, and the fact that some countries adhere to more than one REC, slight inconsistencies remain with regard to the coverage of the RAHC's in Africa. While Tanzania is a member of the SADC, it is also a member of EAC; the DRC is member of both SADC and CEMAC.

As far as OIE is concerned, Tanzania and DRC are covered by the Sub-Regional office for Southern Africa, while on FAO side, DRC will be covered by the West and Central Africa ECTAD Regional Manager and Tanzania by the East Africa ECTAD Regional Manager.

Partners :	OIE	FAO	AU-IBAR	Other
Centers :				
Bamako	●	●	●	
Beirut	●	●		Gov. of Lebanon
Gaborone	●	●		
Nairobi		●	●	
Tunis	●	●		

Table. Participating organisations in the various existing or future RAHC's in Africa and the Middle East (signatories to the agreements).

Current situation in Southern Africa

The situation as far as the RAHC for Southern Africa is concerned is as follows :

- (1) The OIE Sub-Regional Representation for Southern Africa is established in Gaborone since late 2005.
- (2) The FAO Sub-regional ECTAD antenna is established since mid-2007 and operational modalities were agreed between FAO Harare (SAFR), FAO Johannesburg (RIACSO) and FAO Gaborone (ECTAD).
- (3) The AU-IBAR antenna is expected to be operational by the end of February 2008, at first through the the EC funded SPINAP-AHI.
- (4) A draft Memorandum of Understanding (or Agreement) is under review by the constituting partner organisations and stakeholders (SADC-Secretariat and Government of Botswana). It is expected that OIE and FAO will sign an Agreement first and that AU-IBAR will join later (rider to the Agreement).

Partners	Position	On-site (2007)	Expected by mid-2008	Programme
OIE	Representative	●	●	EDF
	Deputy Representative		●	USDA
	Programme officer	●	●	France
	Financial and administrative assistant		●	
FAO	Regional Manager	●	●	ECTAD
	Regional Emergency Livestock Officer (part-time, based in Johannesburg)	●	●	RIACSO
	National project assistant		●	
	Financial and administrative assistant	●	●	
AU-IBAR	Representative		●	AU
	Regional coordinator ¹	●	●	SPINAP-AHI
	Accountant		●	

Table. Present and expected staffing of the RAHC for Southern Africa (the right hand column indicates the sources of funding where appropriate). Updated on April 1st, 2008.

The constituting organisations' core activities may be summarised as follows :

- (1) OIE : Good governance of Veterinary Services and the *Performance of Veterinary Services* (PVS) programme, the promotion of transparency in reporting to the OIE, capacity building of Veterinary Services' human resources on knowledge of OIE international standards, the promotion of stronger African participation in the standard setting processes, the twinning of laboratories and the recognition of new reference laboratories on the African continent, the improvement of the official sanitary status of member countries and the promotion of sound emergency preparedness planning.

¹ Update April 2008 : the regional SPINAP coordinator has joined the RAHC on February 15th, 2008

(2) FAO : Contribute to the development of the regional TAD control strategy (FAO component within the EC funded SADC – FMD Project), implement the FAO component within the AfDB-funded SADC – TAD Project, respond to requests from SADC Member States as and when then need arises (e.g. ASF in Mauritius), enhance the regional network through the facilitation of the SADC JTC meetings, the SADC Laboratory Sub-Committee meetings and the SADC Epidemiology and Informatics Sub-Committee meetings with special emphasis on avian influenza.

(3) IBAR : Through the SPINAP-AHI programme, AU-IBAR will support *Integrated National Action Plans* (INAP) and address Animal and Human health issues, the latter in close cooperation with WHO-Afro², it will work closely with the ALive platform, which supports rapid assessment of Veterinary Services, RAHCs etc. Furthermore the programme aims to strengthen national capacity to prevent and control Animal and Human Influenza through the provision of finances and expertise to the implementation of *Integrated National Action Plans* (INAP) for Avian and Human Influenza. Regional SPINAP Coordinators (3) will assist eligible countries in the preparation and execution of SPINAP support (one of which will be based at the RAHC for Southern Africa. Within each country, SPINAP will be implemented by the authority that was nationally appointed for implementation of the INAPs.

The joint activities of the RAHC still need to be developed and will foremost focus on avian influenza related issues. Following the FAO's financial support to the organisation of the first meeting of the SADC *Joint Technical Committee* (JTC) on *Regional Preparedness and Prevention of Highly Pathogenic Avian Influenza* (Tanzania, September 2007), the JTC recommended that the RAHC coordinate regional HPAI activities on behalf of SADC. Two concept papers that resulted from this JTC meeting have been submitted to some donor agencies for funding. The OIE is likely to support the second JTC meeting in March/April 2008.

Other programme proposals are underway with regard to *Rift Valley Fever* preparedness and rabies control in Southern Africa.

Conclusions

While the *Regional Animal Health Center for Southern Africa* is still in its infancy phase and will require further legal and operational strengthening in months to come, the experiences gained so far in Bamako and Beirut, demonstrate the positive outcomes of this kind of approach. Rationalisation of inputs by the various technical agencies leads to enhanced communication and performance, avoidance of duplication and a better streamlined intervention towards countries, regional economic communities and even the donor-community. As such, the RAHC for Southern Africa aims to become a singular entry-point for concerted efforts by technical agencies and donors in contributing to the control of trans-boundary animal diseases in the SADC region.

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² WHO-AFRO : *World Health Organisation's Regional Office for Africa*

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GLOSSARY OF TERMS

(Terrestrial Animal Health Code 2008)

Animal means a mammal, bird or bee.

Animal health status means the status of a country or a zone with respect to an animal disease, according to the criteria listed in the relevant Chapter of the Terrestrial Code dealing with the disease.

Animal identification means the combination of the identification and registration of an animal individually, with a unique identifier, or collectively by its epidemiological unit or group, with a unique group identifier.

Animal identification system means the inclusion and linking of components such as identification of establishments/owners, the person(s) responsible for the animal(s), movements and other records with animal identification.

Animal traceability means the ability to follow an animal or group of animals during all stages of its life.

Animal welfare means how an animal is coping with the conditions in which it lives. An animal is in a good state of welfare if (as indicated by scientific evidence) it is healthy, comfortable, well nourished, safe, able to express innate behaviour, and if it is not suffering from unpleasant states such as pain, fear, and distress. Good animal welfare requires disease prevention and veterinary treatment, appropriate shelter, management, nutrition, humane handling and humane slaughter/killing. Animal welfare refers to the state of the animal; the treatment that an animal receives is covered by other terms such as animal care, animal husbandry, and humane treatment.

Appropriate level of protection means the level of protection deemed appropriate by the country establishing a sanitary measure to protect human or animal life or health within its territory.

Approved means officially approved, accredited or registered by the Veterinary Authority.

Biosecurity plan means a plan that identifies potential pathways for the introduction and spread of disease in a zone or compartment, and describes the measures which are being or will be applied to mitigate the disease risks, if applicable, in accordance with the recommendations in the Terrestrial Code.

Buffer zone means a zone established to protect the health status of animals in a free country or free zone, from those in a country or zone of a different animal health status, using measures based on the epidemiology of the disease under consideration to prevent spread of the causative pathogenic agent into a free country or free zone. These measures may include, but are not limited to, vaccination, movement control and an intensified degree of disease surveillance.

Case means an individual animal infected by a pathogenic agent, with or without clinical signs.

Central Bureau means the Permanent Secretariat of the World Organisation for Animal Health

Commodity means live animals, products of animal origin, animal genetic material, biological products and pathological material.

Compartment means an animal subpopulation contained in one or more establishments under a common biosecurity management system with a distinct health status with respect to a specific disease or specific diseases for which required surveillance, control and biosecurity measures have been applied for the purpose of international trade.

Competent Authority means the Veterinary Authority or other Governmental Authority of an OIE Member having the responsibility and competence for ensuring or supervising the implementation of animal health and welfare measures, international veterinary certification and other standards and recommendations in the Terrestrial Code in the whole territory.

Container means a non-self-propelled receptacle or other rigid structure for holding animals during a journey by one or several means of transport.

Containment zone means a defined zone around and including suspected or infected establishments, taking into account the epidemiological factors and results of investigations, where control measures to prevent the spread of the infection are applied.

Death means the irreversible loss of brain activity demonstrable by the loss of brain stem reflexes.

Disease means the clinical and/or pathological manifestation of infection.

Emerging disease means a new infection resulting from the evolution or change of an existing pathogenic agent, a known infection spreading to a new geographic area or population, or a previously unrecognized pathogenic agent or disease diagnosed for the first time and which has a significant impact on animal or public health.

Epidemiological unit means a group of animals with a defined epidemiological relationship that share approximately the same likelihood of exposure to a pathogen. This may be because they share a common environment (e.g. animals in a pen), or because of common management practices. Usually, this is a herd or a flock. However, an epidemiological unit may also refer to groups such as animals belonging to residents of a village, or animals sharing a communal animal handling facility. The epidemiological relationship may differ from disease to disease, or even strain to strain of the pathogen.

Equivalence of sanitary measures means the state wherein the sanitary measure(s) proposed by the exporting country as an alternative to those of the importing country, achieve(s) the same level of protection.

Eradication means the elimination of a pathogenic agent from a country or zone.

Establishment means the premises in which animals are kept.

Exporting country means a country from which commodities are sent to another country.

Flock means a number of animals of one kind kept together under human control or a congregation of gregarious wild animals. For the purposes of the Terrestrial Code, a flock is usually regarded as an epidemiological unit.

Free zone means a zone in which the absence of the disease under consideration has been demonstrated by the requirements specified in the Terrestrial Code for free status being met. Within the zone and at its borders, appropriate official veterinary control is effectively applied for animals and animal products, and their transportation.

Hazard means a biological, chemical or physical agent in, or a condition of, an animal or animal product with the potential to cause an adverse health effect.

Herd means a number of animals of one kind kept together under human control or a congregation of gregarious wild animals. For the purposes of the Terrestrial Code, a herd is usually regarded as an epidemiological unit.

Importing country means a country that is the final destination to which commodities are sent.

Incubation period means the longest period which elapses between the introduction of the pathogen into the animal and the occurrence of the first clinical signs of the disease.

Infected zone means a zone in which the absence of the disease under consideration has not been demonstrated by the requirements specified in the Terrestrial Code being met.

Infection means the entry and development or multiplication of an infectious agent in the body of humans or animals.

International trade means importation, exportation and transit of commodities.

International veterinary certificate means a certificate, issued in conformity with the provisions of Chapter 5.2., describing the animal health and/or public health requirements which are fulfilled by the exported commodities.

Killing means any procedure which causes the death of an animal.

Laboratory means a properly equipped institution staffed by technically competent personnel under the control of a specialist in veterinary diagnostic methods, who is responsible for the validity of the results. The Veterinary Authority approves and monitors such laboratories with regard to the diagnostic tests required for international trade.

Listed diseases means the list of transmissible disease agreed by the OIE International Committee and set out in Chapter 1.2. of the Terrestrial Code.

Market means a place where animals are assembled for the purpose of trade or sale.

Meat means all edible parts of an animal.

Milk means the normal mammary secretion of milking animals obtained from one or more milkings without either addition to it or extraction from it.

Milk product means the product obtained by any processing of milk.

Monitoring means the intermittent performance and analysis of routine measurements, aimed at detecting changes in the environment or health status of a population.

Notifiable disease means a disease listed by the Veterinary Authority, and that, as soon as detected or suspected, must be brought to the attention of this Authority, in accordance with national regulations.

Notification means the procedure by which:

- the Veterinary Authority informs the Central bureau,
- the Central bureau informs Veterinary Authority,

of the occurrence of an outbreak of disease or infection, according to the provisions of Chapter 1.1. of the Terrestrial Code.

Outbreak of disease or infection means the occurrence of one or more cases of a disease or an infection in an epidemiological unit.

Population means a group of units sharing a common defined characteristic.

Quality is defined by International Standard ISO 8402 as 'the totality of characteristics of an entity that bear on its ability to satisfy stated and implied needs'.

Registration is the action by which information on animals (such as identification, animal health, movement, certification, epidemiology, establishments) is collected, recorded, securely stored and made appropriately accessible and able to be utilised by the Competent Authority.

Risk means the likelihood of the occurrence and the likely magnitude of the biological and economic consequences of an adverse event to animal or human health in the importing country during a specified time period.

Risk analysis means the process composed of hazard identification, risk assessment, risk management and risk communication.

Risk assessment means the evaluation of the likelihood and the biological and economic consequences of entry, establishment and spread of a hazard within the territory of an importing country.

Risk communication is the interactive exchange of information on risk among risk assessors, risk managers and other interested parties.

Risk management means the process of identifying, selecting and implementing measures that can be applied to reduce the level of risk.

Sanitary measure means a measure, such as those described in various Chapters of the Terrestrial Code, destined to protect animal or human health or life within the territory of the OIE Member from risks arising from the entry, establishment and spread of a hazard.

Slaughter means any procedure which causes the death of an animal by bleeding.

Slaughterhouse/abattoir means premises, including facilities for moving or lairaging animals, used for the slaughter of animals to produce animal products and approved by the Veterinary Services or other Competent Authority.

Specific surveillance means the surveillance targeted to a specific disease or infection.

Stamping-out policy means carrying out under the authority of the Veterinary Authority, on confirmation of a disease, the killing of the animals which are affected and those suspected of being affected in the herd and, where appropriate, those in other herds which have been exposed to infection by direct animal to animal contact, or by indirect contact of a kind likely to cause the transmission of the causal pathogen. All susceptible animals, vaccinated or unvaccinated, on an infected premises should be killed and their carcasses destroyed by burning or burial, or by any other method which will eliminate the spread of infection through the carcasses or products of the animals killed. This policy should be accompanied by the cleansing and disinfection procedures defined in the Terrestrial Code. The term modified stamping-out policy should be used in communications to the OIE whenever the above animal health measures are not implemented in full and details of the modifications should be given.

Subpopulation means a distinct part of a population identifiable according to specific common animal health characteristics.

Surveillance means the systematic ongoing collection, collation, and analysis of information related to animal health and the timely dissemination of information to those who need to know so that action can be taken.

Surveillance zone means a zone established within, and along the border of, a free zone separating the free zone from an infected zone. The surveillance zone should have an intensified degree of surveillance.

Terrestrial Code means the OIE Terrestrial Animal Health Code.

Terrestrial Manual means the OIE Manual of Diagnostic Tests and Vaccines for Terrestrial Animals.

Transparency means the comprehensive documentation of all data, information, assumptions, methods, results, discussion and conclusions used in the risk analysis. Conclusions should be supported by an objective and logical discussion and the document should be fully referenced.

Transport means the procedures associated with the carrying of animals for commercial purposes from one location to another by any means.

Unit means an individually identifiable element used to describe, for example, the members of a population or the elements selected when sampling; examples of units include individual animals, herds, flocks and apiaries.

Vaccination means the successful immunisation of susceptible animals through the administration of a vaccine comprising antigens appropriate to the disease to be controlled.

Vehicle/vessel means any means of conveyance including train, truck, aircraft or ship that is used for carrying animal(s).

Veterinarian means a person registered or licensed by the relevant veterinary statutory body of a country to practice veterinary medicine/science in that country.

Veterinary Authority means the Governmental Authority of an OIE Member, comprising veterinarians, other professionals and para-professionals, having the responsibility and competence for ensuring or supervising the implementation of animal health and welfare measures, international veterinary certification and other standards and recommendations in the Terrestrial Code in the whole territory.

Veterinary para-professional means a person who, for the purposes of the Terrestrial Code, is authorised by the veterinary statutory body to carry out certain designated tasks (dependent upon the category of veterinary para-professional) in a territory, and delegated to them under the responsibility and direction of a veterinarian. The tasks authorized for each category of veterinary para-professional should be defined by the veterinary statutory body depending on qualifications and training, and according to need.

Veterinary Services means the governmental and non-governmental organisations that implement animal health and welfare measures and other standards and recommendations in the Terrestrial Code in the territory. The Veterinary Services are under the overall control and direction of the Veterinary Authority. Private sector organisations, veterinarians or veterinary paraprofessionals are normally accredited or approved to deliver functions by the Veterinary Authority.

Veterinary statutory body means an autonomous authority regulating veterinarians and veterinary para-professionals.

Zone/region means a clearly defined part of a territory containing an animal subpopulation with a distinct health status with respect to a specific disease for which required surveillance, control and biosecurity measures have been applied for the purpose of international trade.

Zoonosis means any disease or infection which is naturally transmissible from animals to humans.

