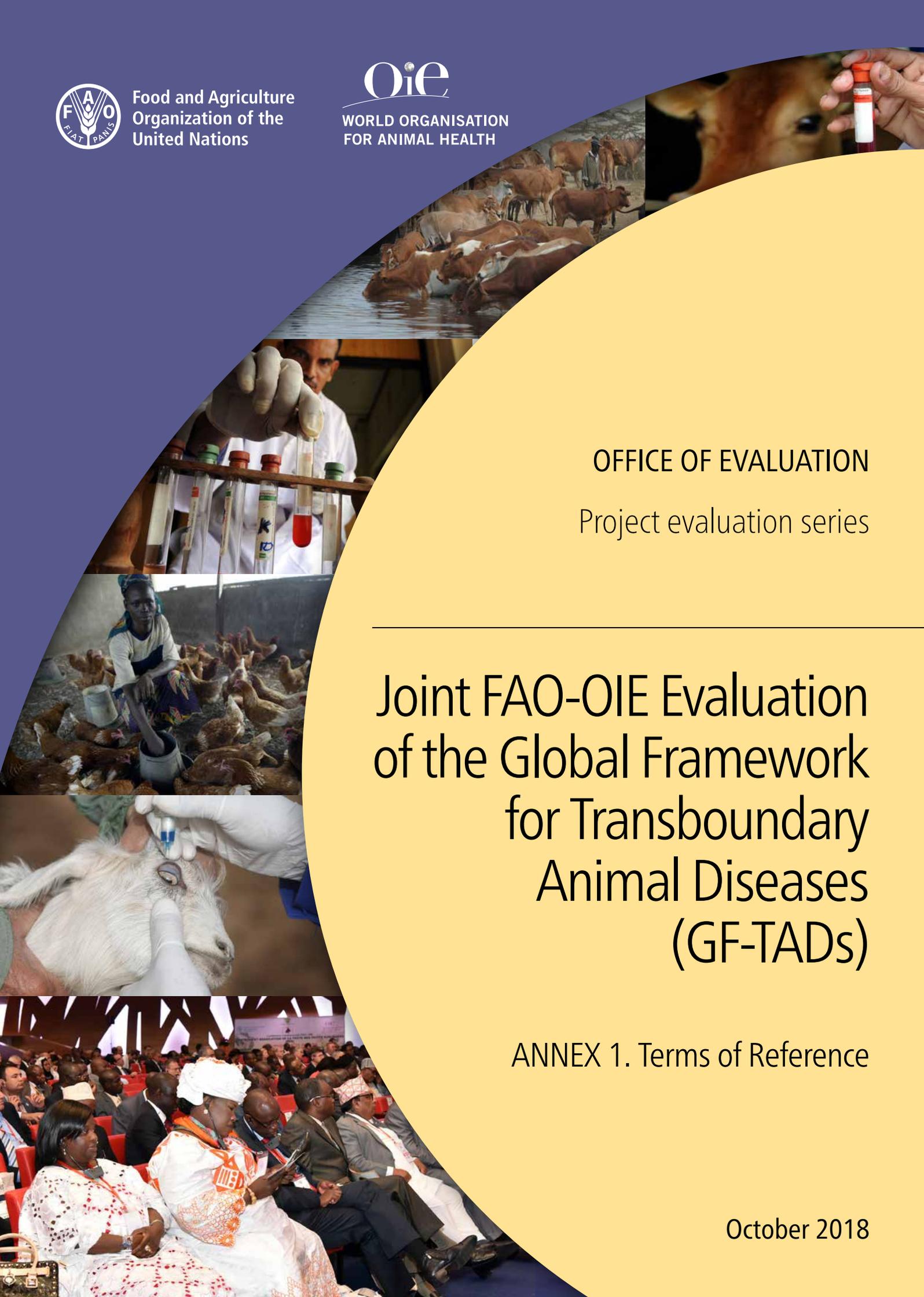




Food and Agriculture  
Organization of the  
United Nations

Oie  
WORLD ORGANISATION  
FOR ANIMAL HEALTH



OFFICE OF EVALUATION

Project evaluation series

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# Joint FAO-OIE Evaluation of the Global Framework for Transboundary Animal Diseases (GF-TADs)

ANNEX 1. Terms of Reference

October 2018



**PROJECT EVALUATION SERIES**

**Joint FAO-OIE Evaluation of the Global  
Framework for Transboundary Animal Diseases  
(GF-TADs)**

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**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS  
OFFICE OF EVALUATION  
and  
THE WORLD ORGANISATION FOR ANIMAL HEALTH  
October 2018**

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## 1. Background of the GF-TADs initiative

1. The **Global Framework for Progressive Control of Transboundary Animal Diseases (GF-TADs)** is a joint governance mechanism of the Food and Agriculture Organization of the United Nations (FAO) and World Organisation for Animal Health (OIE), which is expected to combine the strengths of both organizations to achieve coordinated prevention and control of transboundary animal diseases<sup>1</sup> (TADs) worldwide and in particular to address their regional and global dimensions. The World Health organization (WHO) is also associated to this mechanism for zoonotic TADs.<sup>2</sup> The initiative's agreement [1] was signed in May 2004 and falls under the broader agreement between OIE and FAO, which was renewed at the same time [2].
2. The initiative was initially developed following the foot and mouth disease (FMD) outbreak in Western Europe in 2001, and proved very efficient in the coordinated response to the H5N1 highly pathogenic avian influenza (HPAI) crisis that started in 2003.
3. There is a broad recognition that any uncontrolled transboundary animal disease in one single country is a potential threat to all countries, with potentially large impacts on human health, the livestock sector and sector-related livelihoods. Therefore, the prevention and control of transboundary animal diseases can be defined as a Global Public Good. The One Health approach is aligned with this concept, and more specifically targets interventions at the interface between the animal, human and environmental health.
4. GF-TADs has been operational at the regional level since 2004: governance mechanisms, lists of priority diseases, Five-year Action Plans have been defined for the Middle East [3], Asia and the Pacific [4], Americas [5], Africa [6] and Europe [7], as well as globally. While the global tools – the Joint FAO/OIE/WHO Global Early Warning System (GLEWS) [10], OIE/FAO Network of expertise on animal influenza (OFFLU) [11] and FAO/OIE Crisis Management Centre Animal Health (CMC-AH) [12] – were developed rapidly in response to the 2003 HPAI crisis. The Governance mechanisms – the Management Committee, Global Steering Committee (GSC) and the Global secretariat [13] – were conceived in the GF-TADs during the first Global Steering Committee meeting in 2008. A GF-TADs FMD Working Group was established and is in charge of the implementation of the Global FMD Control Strategy. The peste des petits ruminants (PPR) Working Group, to draft the PPR Global Control and Eradication Strategy was replaced in 2016 by a PPR Joint Secretariat, in charge of its implementation.
5. The first evaluation of the GF-TADs was conducted in 2005 [14], when the initiative was still in its early stages. A set of recommendations was provided and their

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<sup>1</sup> Transboundary animal diseases are defined as: those that are of significant economic, trade and/or food security importance for a considerable number of countries; which can easily spread to other countries and reach epidemic proportions; and where control/management, including exclusion, requires cooperation between several countries.

<sup>2</sup> In terms of GLEWS (and not strategies, reference centres, RSU, governance).

implementation was reviewed during the first Global Steering Committee meeting (March 2008). However, at that stage, only the general collaborative mechanism between FAO and OIE was assessed with emphasis on the regional aspects of the GF-TADs framework.

6. The second evaluation of the GF-TADs, recommended during the First Global Steering Committee of the GF-TADs (March 2008), was carried out from May to September 2009 by a team of two experts from France Vétérinaire International (FVI). The main objective of the evaluation was to provide an objective and analytical assessment of the Initiative after five years of implementation (2004-2009). This was to guide its future development. The evaluators were asked to specifically examine the value-addition for FAO, OIE and other partners in working collaboratively through GF-TADs [15].
7. In October 2015, after 11 years of implementation, and in the context of the global strategies on FMD and PPR being developed within the GF-TADs framework, and considering post-rinderpest eradication activities, during its 8th meeting the GF-TADs Global Steering Committee recommended to initiate a third evaluation of the GF-TADs. These Terms of Reference (TORs) refer to this evaluation which is to be conducted jointly by FAO and OIE.

## **2. Evaluation purpose**

8. In January 2017, the FAO Office of Evaluation (OED) agreed with the OIE Evaluation Function – Performance Management Cell under the Head of the Legal Affairs and Partnerships Unit to conduct a joint evaluation of the GF-TADS, bearing in mind and based upon the different evaluation capacities of the two Organizations. The purpose of the evaluation is to provide FAO and OIE and other GF-TADs partners with an objective and analytical assessment of the relevance, effectiveness, efficiency, results and challenges of the initiative as a collaborative mechanism between FAO, OIE and GF-TADs partners. The evaluation will also examine governance, prioritisation and strategic synergy aspects of GF-TADs management. The role of GF-TADs as common platform for information sharing on transboundary animal diseases will also be assessed. The time frame covered by this evaluation will be from 2009 to early 2017 (the start of the evaluation process).
9. The main audience of the evaluation and to whom the findings and recommendations will be presented are senior management of FAO and OIE, GF-TAD Global and Regional Steering Committees and other relevant stakeholders such as regional partner organizations. The evaluation will provide evidence-based lessons to inform future strategic decisions, corrective actions and improvement. It will also serve to provide accountability to member countries of the two Organizations for this important area of collaborative work.

## **3. Evaluation scope**

10. The evaluation will specifically assess FAO and OIE collaboration as evidenced in the initiative's governance, products, tools and services, namely:

- a. Common strategies and governance mechanisms established at the global and regional levels
- b. The relevance of common lists of priorities at the global and regional levels
- c. Common Action Plans and Working plans at the global and regional levels
- d. Common communication, reporting and advocacy tools
- e. The common tools linked to GF-TADs, specifically:
  - The Joint FAO–OIE–WHO Global Early Warning System (GLEWS)
  - OIE/FAO Network of expertise on animal influenza (OFFLU);
  - FAO/OIE Crisis Management Centre - Animal Health (CMC-AH)
  - Regional laboratory and epidemiosurveillance networks
  - Regional Animal Health Centres (RAHCs) (managed through OIE/FAO with local/regional partners)

#### **4. Evaluation objective**

11. The objective of the evaluation is to examine the value added of the GF-TADs as a mechanism to facilitate collaborative work between FAO and OIE and other partners in addressing global risks from transboundary animal diseases. The aim is to provide GF-TADs Global Steering Committee and Management Committee with lessons and evidence which can be used to inform its future strategic development and to provide strategic recommendations to guide GF-TADs' enhanced collaboration at regional and global levels and encourage improvement of the GF-TADs' tools.
12. The evaluation will also identify opportunities for enhanced collaboration and coordination between FAO and OIE under the GF-TADs framework by examining the complementarities and levels of support provided by FAO and OIE in support to the GF-TADs. This should include analysis of the broad results and advancements obtained in areas of work to which the GF-TADs have contributed.
13. It should be noted that this evaluation is restricted to examining the GF-TADs platform and FAO and OIE's role in supporting and managing the platform, and not of the entirety of FAO's and OIE's TAD work. The evaluation will make use of GLEWS, OFFLU and CMC-AH respective monitoring and governance systems including any performance indicators. The evaluation will not carry out separate assessments of the technical work of the common tools<sup>3</sup> linked to GF-TADs'. However, a desk-review of GLEWS, OFFLU and CMC-AH governance mechanisms of the common tools will be undertaken.

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<sup>3</sup> Refer to paragraph 11 for list of common tools linked to the GF-TADs.

## **5. Evaluation questions**

14. The overarching evaluation questions focus on relevance, effectiveness, efficiency, results and challenges:
  - a. What is the relevance of the GF-TAD initiative and what is the value added of GF-TADs to FAO and OIE in meeting their respective mandates, coordinating actions in the prevention and control of TADs and strengthening national and regional animal health systems?
  - b. To what extent is the current set up of the GF-TADs initiative - including its mandate, governance, structure, responsibilities, processes, collaborative and partnership arrangements – appropriate and effective in responding to the evolving needs in preventing and controlling TADs and addressing regional and national animal health systems and priorities?
  - c. What is the uptake by global and regional partners in terms of tangible results and improved efficiency and to what extent has the initiative influenced the activities of regional and national partners and supported the prevention and control of TADs?
  - d. What key results has GF-TADs achieved from 2009 to 2017 and to what extent has it enabled systematic sharing of knowledge and lessons learned between FAO, OIE and key stakeholders?
  - e. What have been the key risks and challenges to attaining results and sharing knowledge and lessons and how have these challenges been mitigated?

## **6. Methodology**

15. The methodology described in these TORs will further be developed by the evaluation team during the inception mission. The overarching evaluation questions will guide the evaluation; sub-questions and specific methodological approaches will be further developed by the evaluation team in order to elaborate the main questions. These will be articulated through an Evaluation Matrix.
16. In the GF-TADs Agreement (2004), there is no baseline study and no indicators to facilitate the evaluation process. The results and findings of the first and second evaluation would however be considered as a baseline study for areas on the collaboration between FAO and OIE at the regional level within the GF-TADs framework along with the value added after implementing the initiative for five years (2004-2009).
17. The evaluation will make use of the following methods:
  - Review of strategy documents, action plans and reports.

- Interviews<sup>4</sup> with those FAO and OIE staff at global and regional levels who are key stakeholders in GF-TADs.
- Evaluation country missions to selected countries to interview key stakeholders, including members of the GSC, regional networks and other relevant stakeholders. Due to budget constraints missions will only be limited to Rome, Brussels, Paris and two other countries.<sup>5</sup>
- Skype/phone interviews with stakeholders and partners, including WHO, regional networks, member countries.
- Questionnaire surveys of internal and external stakeholders and beneficiaries, including FAO and OIE staff at the regional/national level, Steering Committee members, member countries, regional and tool secretariats, etc.
- Expert analysis on specific GF-TADs' collective tools and actions, as identified by the evaluation team.
- An analysis workshop to be held in Rome or Paris. This will include a working session<sup>6</sup> with the reference group<sup>7</sup> to discuss the preliminary findings and recommendations.

## 6.1 Stakeholders and consultation process

18. The evaluation will adhere to the United Nations Evaluation Group (UNEG) Norms and Standards.<sup>8</sup> The evaluation will adopt a consultative and transparent approach with internal and external stakeholders throughout the evaluation process. Triangulation of evidence and information gathered will underpin its validation and analysis and will support conclusions and recommendations.
19. The main interlocutors for the evaluation will be the major stakeholders and persons who are either directly or indirectly involved in the activities of the initiative as well as the representatives of the regional partners, namely:
  - 1) FAO and OIE senior management
  - 2) Members of FAO/OIE FMD working groups and the PPR secretariat

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<sup>4</sup> Interviews will be semi-structured and be supported by checklists and/or interview protocols to be developed at the beginning of the evaluation mission.

<sup>5</sup> List of countries for the missions to be confirmed during the inception mission. The missions could include informal meetings with key stakeholders, possibly in Paris during the OIE General Session or during animal health related events in the region with the support and collaboration of regional members of the SCs, including Member Countries. The evaluation team would also explore the possibility of attending the Asia-Pacific subregional of GF-TADs meeting (SAARC) scheduled for June/July 2017 to meet with partners at Regional Economic Communities' level.

<sup>6</sup> This session would be before the GF-TADs Global Steering Committee scheduled for November 2017 at FAO headquarters.

<sup>7</sup> Refer to paragraph 22 for composition and functions of the reference group.

<sup>8</sup> United Nations Evaluation Group, <http://www.uneval.org/normsandstandards>

- 3) Members of the Global and Regional Steering Committees and Secretariats, and the Management Committee
- 4) Relevant FAO and OIE collaborators to GLEWS, OFFLU and CMC-AH
- 5) FAO Regional Animal Health Officers
- 6) Representatives from OIE Regional Commissions
- 7) Regional Economic Communities (RECs)<sup>9</sup>
- 8) Interafrican Bureau of Animal Resources of the African Union (AU/IBAR)
- 9) Heads of regional livestock desks in regional organizations related to animal health
- 10) Members of country networks
- 11) Representatives from WHO and other relevant partners

## 7. Management arrangements

20. This evaluation will be jointly managed by the FAO Office of Evaluation (OED) and the OIE Evaluation Function – Performance Management Cell (OIE-PMC). The Evaluation Management arrangements are detailed in a separate cooperation agreement. OED and OIE-PMC will finalize the TORs, identify the consultants and organize the team's work in close consultation with the reference group.
21. The evaluation will be carried out in close and constant dialogue with the **Reference Group**. The reference group will include staff from OIE and FAO (OIE Deputy Director General for Institutional Affairs and Regional Activities, Head of OIE Regional Activities Department, Head of the OIE Status Department, FAO Chief Veterinary Officer, Head of FAO EMPRES Animal Health Programme and FAO GLEWS Coordinator). The reference group will receive regular updates on the evaluation conduct from the Office of Evaluation (OED) and OIE-PMC evaluation managers and will provide their views and feedback on the selection of the evaluation team members. It will also be responsible for coordinating feedback and comments to the draft report and the Joint Management Response.
22. The **evaluation team** is responsible for conducting the evaluation, applying the methodology as appropriate and for producing the evaluation report. All team members will participate in briefing and debriefing meetings, discussions, field visits and will contribute to the evaluation with written inputs for the final draft and final report. The evaluation team and the Evaluation Management Group will agree on the outline of the report early in the evaluation process based on the Evaluation Report template of the Office of Evaluation (OED) to be shared with the evaluation team. The evaluation team will be free to expand the questions and issues listed above, as well as to develop its own evaluation tools and framework, within the available time frame and resources. The evaluation team is responsible for the draft report, which may not

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<sup>9</sup> As RECs are important partners of the GF-TADs, they should be fully considered.

reflect the views of FAO or OIE, but the Evaluation Management Group is responsible for the final report.

23. The ultimate clearance of the final report will rest with the Director of the Office of Evaluation (OED) in close consultation with the OIE Head of the Legal Affairs and Partnerships Unit.
24. Given the technical nature of the evaluation, it is proposed that the process avails itself of an external quality assurance expert to review and provide feedback on the TORs, the Inception Report and Evaluation Matrix and the Draft Report. The quality assurance expert will be selected through a Call for Expression of Interest, unless FAO and OIE find a name that is mutually agreeable.

## **8. Evaluation team composition and profile**

25. The evaluation team will consist of one senior evaluation expert and one animal health expert, who will work under the guidance of, and with support from, the Evaluation Management Group. Team members will have had no previous direct involvement in the formulation, implementation or backstopping of the initiative. Both experts will sign the Declaration of Interest form of the FAO Office of Evaluation (OED).
26. The key skills set for the senior evaluation expert are:
  - advanced degree in a relevant discipline
  - at least 15 years of professional experience in evaluating complex programmes; governance management and partnership structures in regional/interregional initiatives, notably in developing countries
27. The key skills set for the animal health expert are:
  - advanced degree in area of expertise; preferably a university doctorate (PhD) or doctorate of practice (e.g. DVM) in animal health or relevant discipline
  - at least 15 years of professional experience in animal and/or public health, notably in developing countries
  - expertise in institutional strengthening of animal health and/or public health systems
28. Minimum requirements for the positions are as follows:
  - strong analytical and research skills (document review, ability to synthesize solid evaluative findings out of raw evidence)
  - excellent writing and verbal communication in English
  - relevant work experience in developing countries
  - familiarity with the United Nations evaluation standards and procedures (for the senior evaluation expert)
  - fluency in French or Spanish, written and spoken will be an asset
  - knowledge of FAO and OIE will be an asset

## 9. Evaluation products (deliverables)

29. The expected outputs are the following:

- a. **Evaluation Matrix** — the evaluation team shall develop the evaluation matrix.
- b. **Evaluation inception report**— the evaluation team will prepare an inception report before going into the fully-fledged data collection exercise. It should detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product.
- c. **Draft evaluation report** – FAO Office of Evaluation (OED) and OIE-PMC will review the zero draft of the evaluation report submitted by the evaluation team to ensure it meets the required quality criteria. The draft evaluation report will then be circulated among key stakeholders for comments as well as to the external quality assurance expert before finalization; suggestions will be incorporated as deemed appropriate by the evaluation team.
- d. **Final evaluation report:** should include an executive summary and illustrate the evidence found that responds to the evaluation issues and/or questions listed in the TORs. The report will be prepared in English with numbered paragraphs, following Office of Evaluation's (OED's) template for report writing. Supporting data and analysis should be annexed to the report when considered important to complement the main report. Annexes should include, but are not limited to: TORs for the evaluation, the evaluation matrix, profile of the team members, list of institutions and stakeholders interviewed by the evaluation team, references and the final evaluation mission schedule. The EMG and ultimately, Director of the Office of Evaluation (OED) in consultation with the OIE Head of the Legal Affairs and Partnerships Unit, will be responsible for the final version of the evaluation report.

## 10. Evaluation time frame for 2017

<b>Dates</b>	<b>Task</b>	<b>Responsibility</b>
25 January 2017	Draft of Terms of Reference	Reference group <sup>10</sup>
By 20 February 2017	Finalization of Terms of Reference	OED and OIE-PMC
By 22 February 2017	TOR validation	Reference Group, OIE-PMC and OED
By 23 February 2017	Call for Expression of Interest for the technical experts	OED
By 20 March 2017	Team identification and recruitment of the technical experts (with individual TORs) and external QA expert	OED and OIE-PMC, in close consultation with the reference group
By 26 May 2017	Mission organization	OED
By 27 May 2017	Reading background documentation	OED and OIE-PMC
By 29 May 2017	Briefing of Evaluation experts	OED and OIE-PMC
By 29 May 2017	Travel arrangements	OED and OIE-PMC
June 2017	Inception Mission - Rome/Paris	OED, OIE-PMC and ET
June and July 2017	Mission to Rome, Paris, Brussels and possibly one or two out of the following: Tokyo, Bamako/Accra <sup>11</sup> (tbc) – preliminary findings and conclusions will be presented by the team leader to the Reference Group (tbd if remotely or in person)	OED, OIE-PMC and ET
July 2017	Launch of survey	OED, OIE-PMC and ET
By 20 September 2017	First draft of report	ET
By 30 September 2017	Internal peer review and external quality assurance	OED, OIE-PMC and QA Expert
By 30 October 2017	Presentation of the report in a stakeholders' workshop. Written comments on the report and final draft	ET
At the GSC of November 2017 <sup>12</sup>	Presentation of the evaluation's findings and recommendations during the 10th GF-TADs Global Steering Committee (GSC10)	Reference group, FAO and OIE GF-TADs GSC
By 31 December 2017	Management response completed	Reference group and FAO, OIE Senior Management
By 15 January 2018	Evaluation report and Management Response published on the OED and OIE website. Report disseminated to internal and external partners	OED and OIE-PMC

<sup>10</sup> The reference group will include staff from OIE and FAO (Head of OIE Regional Activities Department, Head of the OIE Status Department, FAO Chief Veterinary Officer, Head of FAO EMPRES Animal Health Programme and FAO GLEWS Coordinator).

<sup>11</sup> Countries to be confirmed.

<sup>12</sup> The date of the GSC could be pushed back to December to allow finalization of the report for the meeting.

## 11. Annex<sup>13</sup>

- [1] GF-TADs agreement (<http://www.fao.org/3/a-ak136e.pdf> )
- [2] Agreement between the FAO and OIE
- [3] GF-TADs for the Middle-East: action plan, governance TORs; reports and recommendations of RSC meetings (<http://www.gf-tads.org/regional/middle-east/five-year-action-plan/en/> )
- [4] GF-TADs for Asia: action plan, governance TORs; reports and recommendations of RSC meetings (<http://www.gf-tads.org/regional/asia/five-year-action-plan/en/>) and (<http://www.gf-tads.org/regional/asia/recommendations-rsc/en/>)
- [5] GF-TADs for America: action plan, governance TORs; reports and recommendations of RSC meetings (<http://www.fao.org/3/a-bl412s.pdf> )
- [6] GF-TADs for Africa: action plan, governance TORs; reports and recommendations of RSC meetings([http://www.gf-tads.org/fileadmin/user\\_upload/gf-tads/docs/document about/AFRICA action plan.pdf](http://www.gf-tads.org/fileadmin/user_upload/gf-tads/docs/document_about/AFRICA_action_plan.pdf) )
- [7] GF-TADs for Europe: action plan, governance TORs; reports and recommendations of RSC meetings (<http://www.gf-tads.org/regional/europe/five-year-action-plan/en/> ) and (<http://www.gf-tads.org/regional/europe/recommendations-rsc/en/> )
- [9] RAHCs: agreements FAO-OIE; Activity Reports; Action Plans; website
- [10] GLEWS: agreement, website; annual Reports of activity
- [11] OFFLU: agreement, website; annual Reports of activity; Steering Committee meetings Reports and Recommendations
- [12] CMC-AH: agreement, website; annual Reports of activity; Steering Committee meetings Reports and Recommendations
- [13] GF-TADs global: action plan, governance TORs and recommendations of the Global Steering Committee meetings (<http://www.gf-tads.org/global/five-year-action-plan/en/> ) and (<http://www.gf-tads.org/global/recommendations-gsc/en/> )
- [14] First GF-TADs evaluation: report and recommendations
- [15] Second GF-TADs evaluation: report and recommendations
- [16] Role if GF-TADs Global Secretariat

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<sup>13</sup> Refer to the Zip-folder for the attached documents for the annex

