Emergency Risk Communication Strategy

Emergency Risk Communication Strategy

Food and Agriculture Organization of the United Nations

and

Livestock, Breeding and Veterinary Department

Naypyitaw, 2019

Contents

Foreword of LBVD

The Myanmar Livestock Breeding and Veterinary Department (LBVD) aims to safeguard food security and promote good nutrition and food safety. They also aim to develop the livestock sector and sustainable rural development activities in collaboration with all stakeholders.

The Food and Agriculture Organization of the United Nations (FAO) noted that approximately 75 percent of recently emerging infectious diseases, that affect humans, originate in animals. Furthermore, FAO points out that containing animal diseases at source saves lives, protects livelihoods and reduces economic costs, suggesting that every dollar invested in preparedness for an animal disease outbreak, saves five in response.

LBVD supports increased livestock production, at the same time, mitigating threats such as transboundary animal diseases and antimicrobial resistance (AMR) through a One Health approach. The LBVD recognizes that emergency risk communication is an integral part of risk management during animal health emergencies and zoonotic outbreaks. As explained in FAO's Avian Influenza A (H7N9) Guidelines for risk communication messaging, "Risk Communication is the key to public involvement in, collaboration with and contribution to government action. For preparedness and risk reduction to have a chance at success, the public must support those activities."

In this booklet, Emergency Risk Communication Strategy takes an operational approach, linking relevant principles to concrete LBVD communication actions. The contents of this strategy include communication tactics to motivate action; building trust through communication activities; message development; and, appendices, e.g. guidance for engaging news media; spokesperson guidance for town hall meetings; poster design guidance; and, addressing rumours and misinformation. These topics will be very useful for LBVD officials and increase capacity among communication staff from partner agencies and/or volunteers.

Acknowledgement is made to the FAO and Risk Communication Experts, Dr Marsha Vanderford and Ms Melinda Frost from the Warning Project. This initiative was funded through the FAO-implemented project on evidence-based risk management along the livestock production and market chain, funded by the United States Agency for International Development (USAID) and Australian Government.

Livestock Breeding and Veterinary Department

Ministry of Agriculture, Livestock and Irrigation, Myanmar

July 2019

Preface of FAO

In Myanmar, occasional outbreaks of disease such as avian influenza can result in 'market shocks' with irrational consumer behaviour and panic avoidance of poultry products. The behaviour is not based on good science. It results in losses to farmers. Better information, effectively delivered to the public and human health sector by the Livestock Breeding and Veterinary Department (LBVD) of the Ministry of Agriculture, Livestock and Irrigation (MoALI) can help avoid this.

Improved risk communication helps reduce the adverse effects to farm livelihoods, because of zoonotic influenza, by better informing the public. At the same time, better risk communication of appropriate messages can reduce the threat to the human population from zoonotic diseases, can help improve farm and market biosecurity practices, and can provide information on poultry vaccination and on the merits of farm accreditation programmes. Thus, the overall objective of this document is to enhance effective risk communication in the animal health sector in Myanmar.

There is a close and long-term partnership in animal health matters in the Republic of the Union of Myanmar between LBVD and the Food and Agriculture Organization of the United Nations (FAO), Emergency Centre for Transboundary Animal Disease (ECTAD). Recently LBVD and FAO together implemented two animal health projects, amongst others, titled *Immediate technical assistance to strengthen emergency preparedness for highly pathogenic avian influenza (HPAI) (OSRO/MYA/501/ USA)* and *Evidence-based Risk Management along the Livestock Production and Market Chain (OSRO/RAS/606/USA)*. These projects were funded, respectively, by the United States Agency for International Development (USAID) and the

Australian Government through its Department for Foreign Affairs and Trade (DFAT). The projects both included elements that address emergency risk communication and enabled work on this topic.

To support LBVD in developing its risk communication capacity, FAO contracted international specialists in Emergency Risk Communication, namely, a non-profit company specializing in emergency risk communication, *The Warning Project*. The company provided two Risk Communication Experts, Dr Marsha Vanderford and Ms Melinda Frost, to assess competencies and define the strategy. This document is largely the fruit of their labor, synthesizing fact-finding research with outputs from a Nay Pyi Taw workshop on risk communication held in November 2018. The workshop focused on building risk communication strategy to efficiently communicate with the targeted audiences regarding disease outbreak situations. Key stakeholders attending the workshop included participants from LBVD, FAO, Department of Public Health, University of Veterinary Science, Myanmar Livestock Federation and City Development Committees.

After the workshop, *The Warning Project* submitted its draft *Emergency Risk Communication Strategy*. In March 2019, LBVD approved the English version. The ECTAD team in Myanmar has translated it and it is a pleasure to now see it in its final form. I would like to express my deepest appreciation to LBVD and *The Warning Project* for their technical advice and close cooperation, to USAID and DFAT for providing the funds that made it possible, and to the FAO ECTAD national consultant team, especially Dr Wah Wah Han and Dr Ohn Kyaw, for translating the strategy into Myanmar language. May it be a useful and much referred-to document!

Dr David Hadrill

Country Team Leader, FAO ECTAD in Myanmar

July 2019

Background

The Ministry of Agriculture, Livestock and Irrigation (MoALI), Livestock Breeding and Veterinary Department (LBVD) recognizes that emergency risk communication is an integral part of risk management during animal health emergencies and zoonotic outbreaks. As explained in *FAO's Avian Influenza A (H7N9) Guidelines for risk communication messaging*, "Risk Communication is the key to public involvement in, collaboration with and contribution to government action. For preparedness and risk reduction to have a chance at success, the public must support those activities."

The LBVD strategy described in this document is based on

- the evidence-base and best practices in risk communication.
- previous risk communication reports and assessments specific to Myanmar and the region.
- consistent principles outlined in the Myanmar Risk *Communication Plan for Public Health Emergencies* (draft November 2017).
- inputs from LBVD, FAO, and partner participants in the LBVD/FAO sponsored Risk Communication Workshop held in Nay Pyi Taw Nov 27-29, 2018.
- a consensus-based definition of emergency risk communication: "the real-time exchange of information, advice and opinions between experts, community leaders, or officials and the people who are at risk." (*World Health Organization, Communicating Risk in Public Health Emergencies*, 2017; https://www.who.int/risk-communication/guidance/download/en/).

Purpose of this document

The strategy takes an operational approach, linking relevant principles to concrete LBVD communication actions. It is designed to be implemented by a broad range of LBVD officials and surge capacity communication staff from partner agencies and/or volunteers.

The operational approach is based on the following assumptions:

- During an animal health emergency or a zoonotic disease outbreak, the majority of LBVD staff will be primarily focused on their roles as veterinarians, epidemiologists, and other technical specialties. Communication will be a part-time activity for those staff.
- Additional support may be needed from "surge" communication resources (communicators or other specialists from other departments), who may not have expertise in risk communication, but can implement concrete steps and tactics presented in this document that are clearly linked to effective risk communication practice in Myanmar's context.
- Among LBVD leadership and communications surge staff, a nimble core team of risk communicators will be established to make key and quick decisions regarding communication response.
- This strategy is both a description of current LBVD practice, and an aspirational document. It describes practices that LBVD is already performing and additional tactics that, if enacted, would increase the Department's success.
- All LBVD's stakeholders are decision-makers about actions that can support or undermine the Department's recommendations. For example, farmers make decisions about reporting animal sickness or having them vaccinated; as relevant; consumers make decisions about whether to buy and consume animal products; etc.
- This strategy does not include all risk communication principles and tactics (which have been primarily developed in the United States or Western Europe). Not all are applicable to

Myanmar's current context.   Instead, it focuses on those principles that seem most applicable.

Risk Communication Team

To lead a risk communication emergency response LBVD should establish a core communication team dedicated to engaging stakeholders and other audiences threatened by animal health threats or zoonotic disease outbreaks. The LBVD team should be part of an inter-ministerial coordinating group that includes representatives from collaborating agencies and relevant non-governmental organizations. The LBVD team and its inter-agency counterparts will:

- convene regular meetings to share and synergize communication practices, channels, audiences. The interagency group meets regularly during nonemergency times and very frequently during emergencies and outbreaks.
- activate within 24 hours of a notified emergency or animal health outbreak.
- coordinate messaging among partner agencies.
- strategically respond to communication needs throughout a response in order to ensure consistent and coordinated messages.

See Risk Communication Team Terms of Reference in Appendix P: Risk Communication Team Terms of Reference

Strategy Goals and Objectives

Across all hazards related to animal health and zoonotic diseases LBVD's two key risk communication goals are:

- to provide information, advice, and guidance to decision-makers so that they can protect the health of animals, people and communities; as well as mitigate related economic impacts from animal health threats. (Note: all stakeholders and audiences are considered "decision-makers" during an emergency or outbreak.)
- to enhance public and partners' trust in LBVD and partners as credible sources of information and action related to animal health and zoonotic disease issues.

LBVD has identified five core, all-hazards communication objectives that support these goals:

1) to raise public awareness about health and/or economic risks/threats related to an emergency/outbreak.
2) to increase audiences' and stakeholders' knowledge of health and safety recommendations to prevent disease and to mitigate harms where disease has spread.
3) to increase the number of stakeholders who take steps to reduce harms related to the outbreak or emergency.
4) to dispel rumors and correct public misconceptions.
5) to raise public awareness about how LBVD and its partners are protecting animals and people during the outbreak or emergency.

These objectives are designed to meet the criteria for effective communication:
- They are consistent with goals of all LBVD program activities.
- They recognize the unique functions of communication as complementary to, but unique among, the other non-communication functions required during an emergency or outbreak response (including logistics, epidemiology, finances, etc.) Communication is uniquely

positioned to build knowledge, influence attitudes, raise awareness, build perceptual associations between recommendations and stakeholders' or audiences' values, customs, and beliefs.

- They focus on the outcome of the communication for the audience or stakeholder, rather than on the activities of LBVD or partners.

Specification of Objectives during Emergence of Outbreak or Emergency

One of the Risk Communication Team's first tasks during an outbreak or emergency is to tailor the all-hazards objectives to address the specific, emerging health threat. As the team puts together its communication response plans, its specific communication objectives are informed by answering these questions:

- <u>Who</u> must change actions, behaviours, beliefs, or knowledge to achieve LBVD's objective?
- What is the <u>action, behavior, or belief that must change</u>?

The answer to these questions can help LBVD to focus on the right messages, communication products, channels, audiences, stakeholders, and engagement practices to meet their objectives.

Examples of disease-specific objectives

The examples below identify how LBVD's all-hazards, core objectives could be focused to address a potential outbreak of African Swine Fever (ASF) in Myanmar:

- Relevant stakeholders (swine farmers, traders, and live market managers) in areas bordering China have increased awareness of the threat of ASF crossing the border.
- Relevant stakeholders (swine farmers, traders, and live market managers) in areas bordering China have increased knowledge of signs and symptoms of ASF.
- Farmers, traders, and other stakeholders have increased knowledge of bio-security measures to prevent the spread of ASF.
- Farmers, traders, and live market managers have information and ability to report potential cases of ASF.
- Farmers and consumers turn to LBVD as the "go-to" agency for information about ASF.
- Stakeholders, including the media, can rapidly find accurate information to counter rumors on LBVD Facebook page and other government sites.

These examples of objectives provide clear targets for the development of LBVD communication materials, including talking points, brochures, posters, press materials, social media messages, etc. They provide a focus for LBVD communication resources and efforts.

LBVD will modify specific communication objectives over the course of an event, based upon the stage of the outbreak or emergency, the stakeholder or audience addressed by communication products and the location and spread of disease.

Stakeholders and Audiences

LBVD directly engages with stakeholders and audiences whose actions and decisions determine the extent to which the Department's objectives can be achieved. This requires that LBVD identifies its communication targets for each communication product and activity related to the animal health emergency or outbreak.

Priority audiences and stakeholders

Partners and Regulators

These are government departments, ministries, or other jurisdictional authorities that have a primary or a shared role in responding to and regulating the animal health risk or zoonotic disease threats. LBVD shares its regulatory and response roles primarily with other government agencies. These generally include:

- other units within Ministry of Agriculture, Livestock, and Irrigation (MoALI).
- the Ministry of Health and Sports (MOHS).
- state and regional governments (GADs). The level of GAD involvement is determined by location and scope of spread.
- Community Development Councils, (CDC).
- other ministries and levels of government may be included as in this category, depending upon the specific disease threat and scope. For example, the Ministry of Hotels and Tourism would be a regulator, and primary stakeholder, if restaurants are involved in the outbreak.

How does LBVD engage regulators and partners?
LBVD has direct and pro-active engagement with response partners and regulators. The purpose of the communication is to gain cooperation in the disease response and coordination of complementary activities, including communication.

LBVD engages these stakeholders frequently in two-way communication such as interagency meetings, SMS, email, and fax. The content of the communication includes situational updates, response plans, logistics, and communication materials.

LBVD exchanges communication products, materials and activity plans with response partners and other regulators. In optimal circumstances, the Department co-develops key messages, talking points, and ICE materials for joint release through an interagency process.

LBVD also coordinates the release of posters, brochures, statements, and other materials through its own and its partners' channels, optimizing the reach of the Departments' recommendations and other messages. This practice also takes advantage of existing, trusted relationships that partners and regulators might have with LBVD's targeted stakeholders.

Finally, LBVD and its partners share with one-another, audience concerns and feedback they receive from the public, farmers, traders, and other stakeholders about government messages and communication materials. LBVD incorporates the feedback into new communication tactics and materials to respond to audience inputs.

Most-at-Risk

These stakeholders are most affected by the threat and its management. They must change some behaviours to minimize the animal health risk to themselves or their animals.

For LBVD the primary most-at-risk groups include those living and working in the area where the outbreak or emergency is taking place. This includes the public, consumers, farmers (both backyard and commercial), animal traders, veterinarians, live markets managers and workers, community animal health workers, and animal product shops. Depending on the specific disease threat and its scope, other at-risk groups may be included, such as neighbors in communities where disease is likely to spread.

How does LBVD engage most-at-risk stakeholders?

LBVD has frequent, direct and pro-active engagement with most-at-risk stakeholders because their actions are necessary to prevent, treat, and reduce harms related to the health threat. LBVD engages these stakeholders through one and two-way communication to ensure audiences are exposed to health protection information and guidance multiple times through many channels. Two-way communication allows LBVD to better understand stakeholders' concerns and questions, barriers to the Department's recommendations and audiences' reactions to health protection messages.

LBVD systematically "listens" to most-at-risk audiences through media monitoring, review of social media content, one-on-one conversations, review of radio talk shows, key informant interviews, and focus groups. The results of "listening" are incorporated by LBVD into subsequent communication materials (correcting rumors, addressing unanswered questions, etc.).

News media

When the news media are actively communicating about an outbreak or emergency, they should be considered priority audiences. These include reporters, journalists and publishers of news carried by newspapers, journals, television, radio, blogs, and social media.

How does LBVD engage news media?

LBVD proactively and reactively engages news media through press releases and statements, news conferences and interviews. LBVD distributes press materials situation reports directly to reporters and news outlets through emails, fax, SMS, and Facebook postings. LBVD also distributes related photographs, video, and other visual materials for use by journalists in preparing their articles.

Whether by newspaper, journal, or Facebook, news media can reach and influence both regulators and most-at-risk audiences. As a result, LBVD monitors news coverage to identify and rapidly correct misinformation that reporters may spread. Media monitoring also helps the Department understand the information that stakeholders and audiences are exposed to through news channels. As LBVD analyzes the media content, the Department can contact reporters to correct misinformation and post additional information to address rumors and fill information gaps.

LBVD also reaches out to news media that are not actively pursuing the emergency topic, by posting and notifying outlets of frequent, updated situation reports, press releases, and relevant photographs and video. LBVD distributes these materials directly to media outlets and routinely posts them on the Department LBVD Facebook page for transparency and easy access. Over the course of an emergency, increasing numbers of news media may start covering the animal health threat. When that occurs, LBVD correspondingly expands invitations to press events and direct distribution to active news publishers.

Secondary audiences

Interested Observers

These groups have a stake in the resolution of the health issue and may be indirectly impacted by regulations and recommendations, but they are not policy-makers nor are they directly threatened by the animal health risk.

For most animal health emergencies, interested observers include professional associations such as Myanmar Livestock Federation (MLF), Myanmar Veterinarian Association (MVA), and international animal health and agricultural organizations such as the United Nation Food and Agriculture Organization (FAO) and World Organization for Animal Health (OIE). Other interested observers involve neighbouring communities who could be affected if disease spreads.

How does LBVD communicate with interested observers?
LBVD ensures that these stakeholders are notified about developments and steps being recommended to prevent, treat, and reduce the spread of disease. Although not directly threatened by the emergency, interested observers often have relationships with those who are at-risk and can influence their decisions and actions. Members of professional associations and international organizations may also influence partners and regulators. Interested observers need to be exposed to LBVD's messages in order to be consistent with the Department's guidance as observers communicate with primary stakeholders and at-risk audiences.

Passive audiences

Individuals and associations not immediately in harm's way, nor involved in regulating risks or changing behaviours.

For LBVD, passive audiences include general media (not actively engaged in reporting about the event), government departments who are not animal or human health regulators, and the general public not in areas of likely disease spread.

How does LBVD engage passive audiences?
Although passive audiences are less likely to search for information or engage LBVD about response activities, their impressions of the Department can be influenced by accounts related to "distant" animal health emergencies. General news stories and routine government reports create impressions of LBVD's role and effectiveness. As a result, LBVD provides up-to-date information about its response activities and the state of any particular emergency to general media and colleagues in other government departments. The impressions drawn by these stakeholders may not impact the current response but are likely to be important in future emergencies.   Passive audiences for one emergency can be "most-at-risk" in the next outbreak.

Communication Tactics to Motivate Action

LBVD's risk communication activities are designed to promote productive, health protection actions among responding partners (regulators) and most-at-risk stakeholders.

The Department recognizes all stakeholders as decision-makers, including:

- **Response partners/regulators** who make decisions about how to investigate or prepare for outbreaks and what information to share with people and groups.
- **Policy-makers at all levels of government** who make decisions to protect their citizens' health, livestock, and economic and social well-being.

- **Individuals and consumers** who make decisions about their own health and what products they buy and consume.
- **Farmers** who make decisions about their animals' health and whether to follow LBVD recommendations.
- **Veterinarians and human health care** providers who make decisions about screening, treatment, diagnosis and recommendations to farmers and the public.
- **News media** who make decisions about which stories they tell and how they interpret actions and outcomes.

Acknowledging the active, decision-making role of all stakeholders, LBVD identifies and executes risk communication tactics based on the stakeholder's position relative to recommended actions. This requires LBVD to know and address their audiences' varied positions related to recommended actions.

Some stakeholders may not be aware of a health threat in its earliest stages; others may already be acting to protect themselves, but the actions may be uninformed by LBVD recommendations. **Figure 1**: "Communication Continuum of Action" illustrates the five positions that various stakeholders may be at relative to LBVD's recommendations. As a result, the Department takes a multiple pronged risk communication approach: creating awareness in some or helping others to feel empowered to perform LBVD's recommendations.

Depending on the situation, LBVD may target multiple stakeholders at the same time using different tactics to reach people at all points along the continuum. Alternatively, LBVD might communicate to a single audience group, sequentially moving members of the group through all steps from awareness to action.
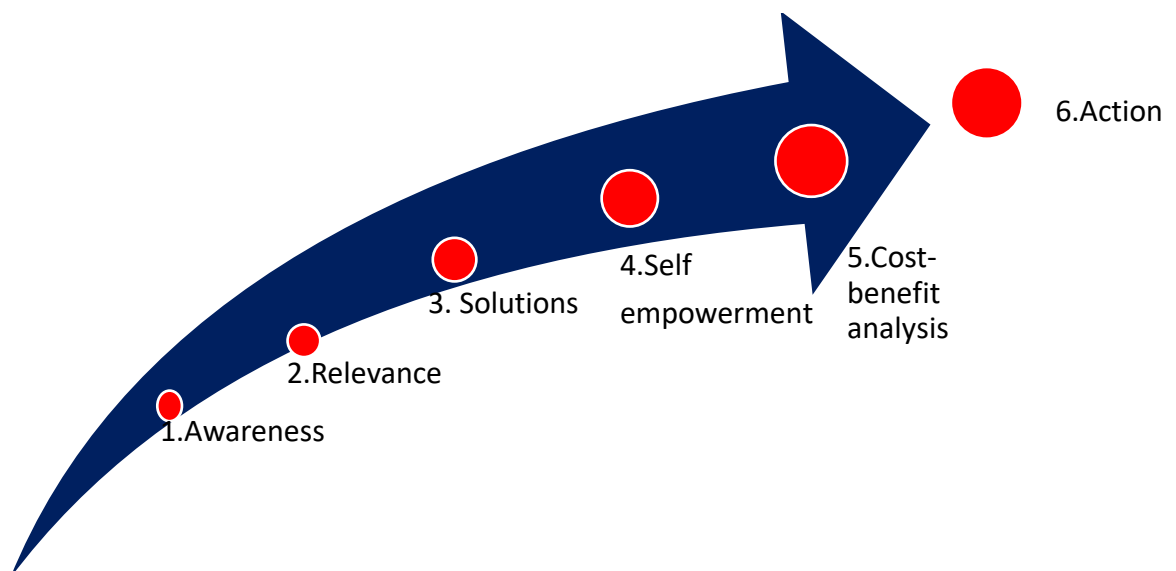
Figure 1. Communication Continuum of Action

Increasing awareness of the threat

If stakeholders lack awareness of the health issue or risk, they will not change their behavior or initiate action. For these individuals and groups, LBVD focuses on increasing awareness of the threat by:

- Widely disseminating messages that are simple, easy to recall, repeated and attention-getting.
- Using channels that priority stakeholders routinely use to get information about related topics.
- Ensuring repeated exposures to messages about the threat and related recommendations.
- Coordinating consistent messages with other channels and organizations that reach priority stakeholders.
- Identifying and using health sources to deliver messages that stakeholders believe are credible. These may be LBVD, veterinarians, community animal health workers, village leaders, local health experts, or others.

Example: If mothers in a community are unaware of a severe rabies threat related to stray dogs, they may not follow LBVD advice to teach their children to avoid these animals. LBVD's risk communication activities would focus on raising mothers' awareness. The Department could create a simple language message, such as "stray dogs carry diseases that can kill your children." This message would be delivered through many channels to ensure multiple exposures. Materials would be created that combine simple language and visual images. Community workers, village leaders and health care providers would deliver the same message.

Increasing the relevance of the threat and related recommendations

Some priority stakeholders may be aware of the risk, but think it is far away or that it threatens others, rather than themselves. If so, they are not likely to act on LBVD's recommendations. In such cases, the Department uses messages that build the perception of threats from the animal emergency or zoonotic disease threat relating directly to stakeholders. LBVD messages and other communication activities increase relevance of the issue by:

- creating a connection to the threat at a personal or community level. Using messages to show the impact of the threat that are close to home.
- "localizing" recommendations and their benefits to stakeholders' location/portfolio.
- communicating the impact of previous similar outbreaks on people and organizations that are like the target stakeholder.
- Directing media attention to elements of the outbreak and recommendations that the target audience can relate to.

Example: In a case of African swine fever currently circulating in China, Myanmar's farmers might be aware of the animal health threat, but not prepare for it because it is not yet in their country. In this case, LBVD might encourage preparedness actions by reminding Myanmar stakeholders of previous outbreaks that were imported from China or Thailand, crossing boarder and causing harm to farmers in the past.

Promote knowledge of effective actions, solutions and next steps

For stakeholders who are aware of the threat and believe it applies to them, LBVD focuses on increasing knowledge of solutions and demonstrating that the recommendations will be effective. LBVD:

- develops and disseminates messages that describe the desired recommendations and explain where to find information and resources that support implementation.
- engages in two-way communication with stakeholders to encourage their questions that clarify recommended steps, direction, and approaches.
- sets up mechanisms where organizations and decision-makers can ask questions about actions and steps (hotlines, Facebook FAQs, etc.).
- develops messages that explicitly link recommended actions and steps to desired outcomes and impact.
- uses simple, non-technical language and visuals that enhance understanding of steps to achieve recommended actions. Uses infographics and photographs to show a sequence of required steps.

Example: In the event of an emergency involving Foot and Mouth Disease (FMD), LBVD might recommend that farmers, traders, and market managers use disinfectants for killing FMD infectious organisms in animal areas. Because the disinfectants pose a risk to the environment, and can harm people who use the disinfectants, the Department need to increase stakeholders' knowledge about how to use the disinfectants safely.   LBVD would create posters, brochures, and other materials using simple, non-technical language, and visual images, laying out each step.

Empower stakeholders by increasing their perception that they can perform recommendations

Some stakeholders understand the threat, believe it is relevant to them and are aware of effective solutions. However, they may still need to be empowered to act. LBVD develops messages and materials that build stakeholders' confidence that they can take the recommended actions. These messages and materials:

- communicate a clear call to action.
- decrease the burden of taking the action by communicating how recommended steps or policies are already aligned with target stakeholders' existing practices, values and platforms.
- include stories of individuals or organizations performing recommended actions.
- promote the ability to try new action or policy by providing an opportunity to observe a peer practicing it.
- break the recommended action into simple steps. Ensures that each step is attainable for that target stakeholder.
- create opportunities for individuals and groups to practice skills or develop plans with someone or an organization that has already mastered them or created one.

Example: During a high pathogenetic avian influenza outbreak, consumers may be afraid to eat poultry food products. LBVD risk communication messages would reinforce that it is safe to consume poultry if it is cooked thoroughly. The individual steps for cooking chicken so it is safe to eat would be laid out in communication products (brochures, posters, photo essays, etc.) using simple language, with each step showing hygiene preparation practices, cooking temperatures and timing.

Reinforce benefits to overcome barriers (costs)

Finally, some stakeholders who are considering taking action on LBVD recommendations may think that the barriers are too high because of economic costs, or inconsistencies with cultural norms. In these cases, LBVD helps the priority stakeholders see the benefits of the recommendations and lowers the perceived barriers for their uptake in the following ways:

- LBVD directly addresses barriers in the Department's messaging and highlights benefits of acting on LBVD recommendations.
- Where direct costs to specific stakeholders is high (in time required, cost, property or income loss), LBVD messages draw attention to benefits of action to people that stakeholders care about.
- The Department's messages focus communications on midpoint milestones and rewards, closing the time gap between stakeholders' actions and their impact.
- LBVD communicates all the benefits that result from the recommended actions, not just health benefits (economic, positive relationships, etc.).

Example: During an avian influenza outbreak, LBVD would likely recommend culling of poultry flocks. The cost to farmers would be very high. In such cases, the Department will need to highlight in its messaging, the benefits to the farmers' families and communities in human health protection and the long-term benefits to prevent further economic harm that would occur if AI spread to other flocks.

Building Trust through Communication Activities

LBVD recognizes that its credibility is its most important communication asset. Fortunately, LBVD enjoys a high level of trust from their most-at-risk stakeholders. The Departments' goals include sustaining and enhancing that trust during animal health emergencies and zoonotic disease outbreaks. LBVD's credibility is based on stakeholders' perceptions that the Department cares about them, possesses a high level of integrity, has expertise and holds power and authority to get things done.

Even as the Department enjoys a strong, trusting relationship with its stakeholders, LBVD recognizes that trust is precious and can easily and quickly be lost. In previous animal health emergencies, some media misinformation was released blaming LBVD for stakeholders' economic losses. Such stories can damage trust in the Department. As a result, repairing and sustaining trust is a key part of LBVD's risk communication strategy. LBVD builds stakeholders' confidence in the Department by integrating trust building into communication campaigns, messaging, and community engagement.

Building trust based on perceived integrity

LBVD communicates in ways that demonstrate the Department's transparency, honesty and reliability by:

- Proactively making information and guidance readily available to all stakeholders through multiple channels. (transparency)
- Highlighting most important information for health protection, but also posting additional content where interested stakeholders can find it. (transparency and honesty)
- When information and guidance are still uncertain, communicating what is known and unknown and how the Department is seeking to answer questions and make decisions. (transparency)*

- Monitoring stakeholders' concerns and questions and answering them. (transparency)
- Setting expectations among stakeholders that future information and guidance may change because the situation is evolving. (honesty)*

Building trust based on expertise

LBVD communicates in ways that demonstrate the Department's expertise by being a rapid and accurate source of information, maintaining consistency of information and guidance over time and with other experts and demonstrating the effectiveness of their recommendations. Specific tactics include:

- Releasing information about new animal health threats early and announcing new developments rapidly.
- Quickly and accurately answering stakeholders' questions.
- Establishing and maintaining an expedited communication clearance procedure that ensures rapid release of new information and guidance.
- Using simple language that can be understood by all stakeholders.*
- Communicating updates in the situation and guidance frequently and widely to become the "go-to" source of information.
- Ensuring consistency of messages by coordinating the content and timing of new information and guidance with other partners and regulators.
- Communicating the link between LBVD's recommendations actions and positive outcomes.*

To maintain trust basted on perceived expertise. LBVD consistently sets expectations that information and guidance will change over time. Anticipating and managing uncertainty is a part of every emergency. LBVD recognizes that information uncovered, as part of an emergency investigation, may be different from originally anticipated.

For example, there are seven serotypes of Foot and Mouth Disease (FMD). Currently three serotypes have been reported in Myanmar. During a future outbreak investigation of FMD, LBVD may unexpectedly discover that one of the serotypes previously unknown in Myanmar causes the outbreak. If LBVD recommends vaccinating livestock for the new strain, farmers may be confused if they have had their livestock vaccinated against FMD strains in the past. They may be surprised to find that each strain has similar symptoms but requires a different vaccination.

To avoid confusion and damaged LBVD credibility, expectations about uncertainty have to be set early on; including that new information may require unexpected recommendations.

Unless LBVD sets expectations that new and unexpected information may be discovered as the investigation unfolds, stakeholders might think that the Department made a mistake earlier or is changing its "mind" about recommendations. To avoid those perceptions, LBVD manages uncertainty by:

- Communicating early and often during emergencies, despite uncertainties inherent in outbreaks, especially during the early stages of an event.
- Acknowledging and communicating about what is uncertain and what is known.
- Setting expectations that change is expected as the emergency is investigated, marking situation updates and guidance documents as "provisional" or "interim" and telling people that LBVD will let stakeholders know as rapidly as new information and guidance is available.

Building trust based on caring

LBVD understands that trust is based on perceptions that the Department's cares about at-risk groups. If stakeholders believe that LBVD is more concerned about protecting the government than about the well-being of its stakeholders, then trust will be lost. To maintain trust, LBVD acts and communicates in ways that show caring including:

- listening to and directly responding to stakeholders' concerns.
- showing respect for stakeholder and public concerns, even when concerns are not shared by technical experts.
- establishing a means to gather information about stakeholders' questions and concerns (hotline monitoring, review of radio talk shows, news and social media monitoring, formal focus groups, key informant interviews and ongoing feedback from the field).
- communicating empathy for those who are at-risk or have suffered losses (health, property or livestock).

Building trust through the demonstration of power and authority

LBVD establishes its credibility by communicating and fulfilling its authority during animal health emergencies and zoonotic disease outbreaks. When an agency communicates and demonstrates that it can solve problems and has the power to get things done, stakeholders will be more likely to believe the agency and follow its guidance. As a result, LBVD builds trust by:

- communicating its role as a key player in investigating and responding to animal health emergencies.
- communicating often and widely about its response activities and their impact.*
- demonstrating that other agencies are working with LBVD during the response (hosting joint press events, messaging about complementary activities that LBVD is sharing with partner agencies and regulators).*
- developing and leading task forces involving all relevant departments and regulators. Publishing the minutes and outcomes of task force meetings.

Message Development

Other sections of this strategy include key tactics for messaging related to LBVD objectives (See "Building Trust" and "Tactics for Motivating Action"). In this section, additional elements of messaging will be addressed: content, values and risk perception.

The Content of LBVD Messages

The core content of LBVD messaging falls into two categories: descriptions of the current situation and health protection recommendations. The more stakeholders understand about an emergency event, the less uncertainty they experience, and the more informed their decisions would be. When situations are undefined and uncertain, stakeholders often feel that an outbreak or emergency is out of control, motivating them to take urgent, non-productive action. Stakeholders also need to know what to do to protect themselves and their livestock. If LBVD does not provide this information, stakeholders will look for it elsewhere, sometimes following the advice of non-credible sources.

Fortunately, LBVD can anticipate and prepare head of time to communicate about likely animal health emergencies and zoonotic disease outbreaks. **Figure 2** explains the content that audiences and stakeholders want and need to know at the beginning of an outbreak or health emergency.
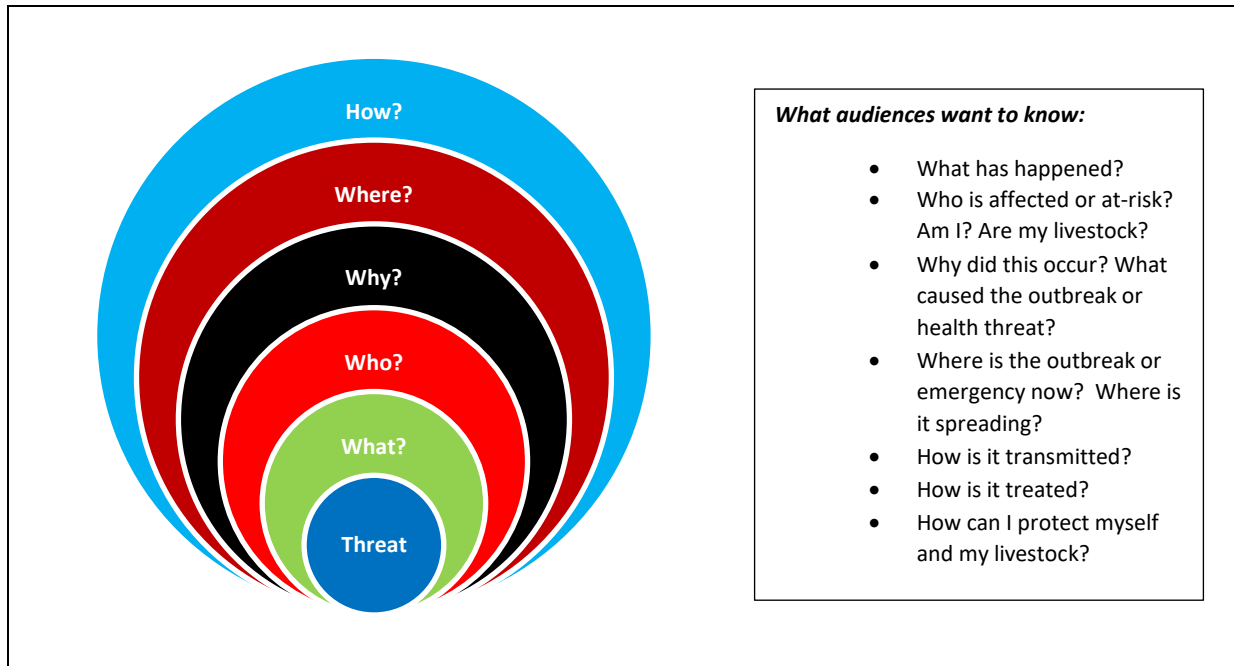
Figure 2. What stakeholders want to know immediately

The information that stakeholders want and need first (What? Who? Why? Where? How?) is directly answered in LBVD's standard epidemiological updates. The Risk Communication Team derives content from the Department's technical reports to create public answer to these questions. This high priority information is translated it into simple language for non-technical audiences and stakeholders. Illustrations and relevant visual images are added. These "simple language" versions are posted on LBVD Facebook, shared face-to-face with stakeholders, and released directly to the press.

Changes in Content over Time

The core questions (What? Who? Why? Where? How?) will continue to be asked throughout the emergency or outbreak as the situation changes. As LBVD technical reports are regularly and frequently updated, simple-language versions are developed from technical updates and routinely released to the public and stakeholders through social media, face-to-face encounters, and through the press.

In line with recommendations in the "Building Trust" section of the strategy, these updates are always be marked as "interim" and include the following provisional language: "The investigation is ongoing, and recommendations are based on what LBVD currently knows. As the Department learns more, recommendations may change. We will let you know as soon as any new information is available."

As the situation evolves, stakeholder's information needs broaden and become more specific. The LBVD field and HQ staff identified the questions below as likely to be asked over the course of an emergency by media, traders, farmers, and others:

- When did the outbreak begin and how is it changing?

- Is there an immediate risk of spread to people, other animals, and other locations?

- How bad is the situation?

- Is the situation under control?

- How much damage has occurred?

- Where can I get help?

- What is being done in response to the outbreak?

- What types of birds/livestock are harmed (sick, dead, or carriers) by the disease? How many are affected?

- What types of symptoms or other harms have occurred because of the spread of disease? (Deaths, incapacities, economic harms, etc.)

- Who else (or what other agency) is involved in the response?

- Who oversees the investigation (what agency)?

- What are you advising people (farmers, markets, producers and consumers) to do?

- How long before the situation returns to normal?

- Are any people sick?

The answers to these questions will change over time, and new questions will emerge. LBVD field staff are particularly well positioned, as residents in townships and districts where priority stakeholders are living and farming, to monitor new information needs. Field staff hear new questions and systematically report these concerns to the LBVD Risk Communication Team. In turn, the communication team uses inputs from field staff to update FAQ lists, Facebook, and press materials, ensuring that new questions are rapidly addressed, and answers are released to the public.

LBVD also identifies new questions by consistently "listening" to stakeholders (monitoring talk radio programs, conducting news and social media monitoring, and conducting key informant interviews in at-risk groups and communities). The Department keeps a running and regularly updated list of Frequently Asked Questions (FAQs). FAQs are posted and used for preparing spokespersons for media interviews.

Prioritizing Content

Transparency demands that LBVD and its partners make available all the information relevant to the emergency or outbreak. All known information should be available on government websites or other publicly available channels. However, being transparent does not mean that every piece of information about the emergency should be proactively sent to all stakeholders. Too much information can cause stakeholders to miss the most important messages about the current

situation and actionable health recommendations. It is up to LBVD to help stakeholders focus on what is most important among an abundance of transparently available content

LBVD proactively "pushes- out" priority information that stakeholders need to understand the current status of the outbreak/emergency and that helps stakeholders take the right actions at the right time to protect their animals, themselves, and their community.

LBVD helps their partners and stakeholders focus on the highest priority emergency information by asking three key questions as they prepare each LBVD communication product that will be proactively distributed to stakeholders. The answers to these questions identify what is needed right now to include in messaging:

- What are the most important things that stakeholders need to know right now about the situation and guidance related to animal/human health protection?
- What are the things they most want to know about?
- What are they most likely to get wrong, unless LBVD highlights and emphasize the correct content?

By highlighting what is most important at-the-moment, LBVD matches the needs of most non-technical stakeholders who are focused on the present. Most non-technical audiences are not concentrating on decisions that that might be important later. Instead, they need to know what is required now. Most stakeholders are not interested or patient with nuances and details. Instead, they are seeking clear advice.

Example: If African swine fever, currently circulating in China, were to spread to Myanmar, the initial content that LBVD would need to communicate to stakeholders in the affected area would include the following:

- African Swine Fever (AFS) has been found in XX [market(s), farms] in XX [location].
- African Swine Fever (AFS) infects wild and domestic pigs. It is usually fatal.
- AFS does not affect people. It is safe to eat thoroughly cooked pork products from pigs infected with ASF.
- Symptoms of ASF in pigs vary but often include high fever, decreased appetite, weakness, reddened or blotchy skin and blackened lesions. Infected pigs might also experience diarrhea, vomiting, coughing and difficulty breathing.
- Farmers, market managers, and traders in XX [affected area] should monitor their pigs for any signs of AFS and immediately report them to XX [local authority].
- Death usually occurs in pigs 7 to 10 days after symptoms begin. Animals that recover ASF can be carriers of the virus for several months.
- AFS is usually introduced into a herd by the feeding of uncooked or undercooked swill containing contaminated pork products.
- Once infected, AFS is easily spread between pigs by direct contact or indirectly from contact with contaminated objects such as vehicles, equipment, footwear or clothing.
- Uncooked garbage should not be fed to pigs. Cook all food scraps that are fed to pigs, heating them to at least 70˚C (158˚F) for 30 minutes.

- New pigs entering or returning to the farm should be isolated for several weeks before being placed back into the herd.

(Content on African swine fever derived from the Center for Food Security & Public Health, http://www.cfsph.iastate.edu/FastFacts/pdfs/african_swine_fever_F.pdf)

Preparing Content before an Outbreak or Emergency Occurs

Because LBVD can anticipate many of stakeholders' information needs, the Department prepares key content ahead of an event. For example, the topics below include generic content ("evergreen") that does not change from outbreak to outbreak. Based on their scientific expertise, LBVD prepares brochures and fact sheets that contain the information below for most likely animal disease scenarios (rabies, avian influenza, African swine fever, anthrax, etc.):

- Symptoms of diseases
- Prevalence of disease in Myanmar and the region
- History of past outbreaks
- Prevention steps
- Treatments available
- Where to find more information

During an emergency or outbreak the Department can combine "evergreen" content from these prepared materials and add event-specific data (location, numbers of cases, dates of onset and spread) to rapidly meet stakeholders' information needs: as press conference talking points, FAQs, posters, press releases, etc. During periods in which outbreaks are not occurring, the "evergreen" content can live (be posed) on LBVD or other government websites as disease fact sheets for quick reference, readily available when an outbreak emerges.

Messages and Values

As referenced in previous sections of this strategy, effective messages provide the information stakeholders need to act in positive and productive ways to mitigate harms related to health threats. To achieve this goal, LBVD's messaging combines information with motivation to follow the department's recommendations (See Figure 3).
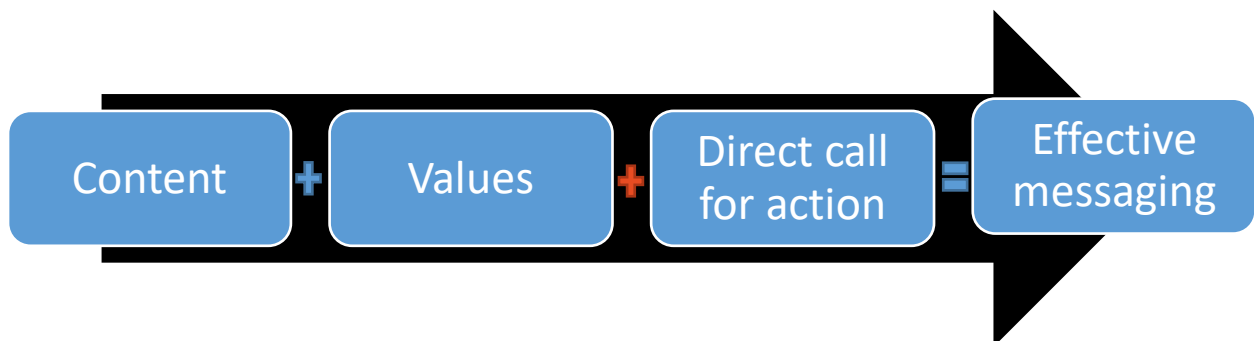
Figure 3. Components of effective messages

Information, or content, is the heart of LBVD's messaging. For example, the content of one avian influenza message is: "Poultry products are safe to eat if good food preparation, hygiene and cooking procedures are followed." This information tells consumers how to do something. But it does not tell them why they should. An effective message adds motivation to encourage the action.

Often stakeholders' values provide the impetus. LBVD motivates action by combining information with audience values and a clear call to action:

> **Example:** LBVD adds value to content in the following message: "Protect your family and keep them healthy by following safe steps to prepare and cook chicken."

The phrases "<u>protect your family</u>" and "<u>keep them healthy</u>" reference values held by all consumers and motivate stakeholders to follow recommendations (caring for family and health). When stakeholders' values or emotions are linked to steps for preparing and cooking chicken, consumers have an important reason for taking the steps described. In addition, this LBVD message also directly addresses the consumer with a clear call to action.

Messaging to influence stakeholders' risk perception

LBVD's significant communication challenges include public misperceptions about animal health risks. When pubic understanding of health threats is inconsistent with risk assessments conducted by technical experts, people may not follow LBVD health protection recommendations.

> **For example**, overly worried consumers might stop purchasing food products made from animals implicated in a health emergency, even when they are safe to eat. Alternatively, there could be high human health risks related to consuming animal products in some zoonotic disease outbreaks. If livestock producers do not know the risks, they might continue to sell contaminated livestock or related products when they are <u>not</u> safe to eat. In both cases, over- or under-reaction can threaten health and/or economic well-being.

The right messaging can help bring stakeholders' perception of risk into alignment with expert assessments, discouraging either over- or under-reaction. If public concern is too high, the public and other stakeholders may take urgent and nonproductive action; if it is too low, stakeholders may not act to prevent harm. Understanding the basis of risk perceptions among non-experts helps LBVD to develop messages that prompt the right level of concern and action.

What is risk perception?

Risk perception is the stakeholder's individual judgement about the likelihood that something bad will happen: loss of health, property, reputation, or economic or social well-being. Lay-audiences, people who are not technical experts, have different risk perceptions than physicians, veterinarians, epidemiologists and other health experts. Scientific and medical experts' risk assessments are based on the severity and prevalence of harms related to a health threat. People who are not technical experts base their judgements on more personal, emotional, social, and cultural influences.

Table 1. Public risk perception

Public, Non-expert, Risk Perception	
Diseases that cause less worry and concern	**Diseases that cause more worry and concern**
Controlled by self	Controlled by others
Familiar, expected	Unfamiliar, unexpected
Natural	Manmade
Reversible harm	Permanent harm, fatal
Fairly distributed	Unfairly distributed
Not affecting children	Disproportionately affecting children

Derived from Fischhoff 1997, Sandman 1999, Slovic 1997)

Table 1 identifies the characteristics that the public associates with higher or lower risk. In general, LBVD's non-technical audiences (public, consumers, farmers, traders, market vendors, journalists) tend to be more concerned about animal and human health threats that they believe they cannot personally control, are unfamiliar, are manmade, cause permanent harm, are unfairly distributed and affect children. Health threats that are associated with these characteristics are more likely to prompt a sense of urgency and action, sometimes-non-productive behaviours. Alternatively, public

audiences are less likely be worried about diseases that they believe they can control with their diet or other behaviours, that are familiar, that are perceived as natural, that have reversible effects, that are fairly distributed, and that do not especially affect children

These characteristics are used in LBVD messaging to manage risk perceptions. For example, LBVD's messages can increase public concern about a disease by describing it as exotic, severe and affecting children. Alternatively, to decrease concern and non-productive action, LBVD's messages can highlight the ways that stakeholders, themselves, can prevent disease; or access available, effective treatments. Messages can emphasize high survivor rates (where applicable) and decrease stories about impact on children to lower public concern.

Examples:

To decrease over-reaction and urgent worry about avian influenza, LBVD could show visual images of people, like LBVD's audience, preparing poultry safely, step-by-step. This approach increases the perception that LBVD stakeholders have control over an infectious disease. They know how to prevent it.

OR

LBVD messaging can decrease worry and concern during a seasonal outbreak of H1n1 by increasing their audience's familiarity with the currently circulating strain:

"The influenza that is circulating this year in XX [location] is H1N1. It is the same influenza strain that we had last year. That strain made people experience cough and fever but did not cause many deaths."

This example increases the familiarity of the current disease with what the audience has experienced in the past. It also emphasizes the perception of reversible harm (cough and fever, but few deaths). Both characteristics lower concern. The example associates the currently circulating flu with characteristics that decrease worry and concern.

See Appendix A for a full set of examples of avian influenza messages applying tactics described in this section and the sections on "Building Trust," and "Communication Tactics for Motivating Action."

Message Distribution and Stakeholder Engagement

In order to effectively reach priority stakeholders and audiences, LBVD employs the channels their audiences use most to share guidance and information about animal health emergencies. In Myanmar a wide range of media are used to access news. **Figure 4** shows the results of a public opinion survey conducted in 2017 that asked about channels used by Myanmar's population for accessing news.

Where are you most likely to get your news and information?

Channel	Percentage
TV	32%
Relatives/friends	19%
Radio	17%
Facebook	14%
Newspapers	8%
Village head	1%
Internet	1%
Other	3%
Don't know/No response	5%
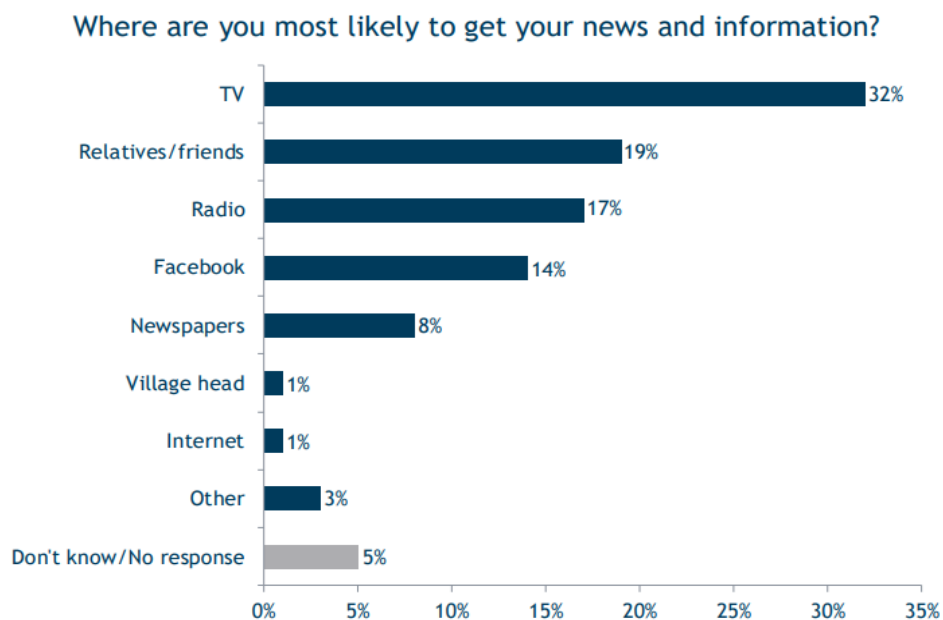
Figure 4. Survey Public Preference for News Channels

Source: Survey of Myanmar Public Opinion, Mar 9 – Apr 1 2017 – Center for Insights in Survey Research
http://www.iri.org/sites/default/files/8.25.2017_burma_public_poll.pdf

Because all LBVD audiences use no single channel, the Department's dissemination and engagement plans span the broad range of all platforms from traditional broadcast media to interpersonal (face-to-face) communication. When LBVD channels fail to reach all stakeholders, the Department works with partner organizations expand distribution.

LBVD uses a systematic and comprehensive approach to engage stakeholders. **Figure 5** shows how LBVD engages each level of its Department and shares information with stakeholders, partners and audiences. Every LBVD unit works with partners and news media at its specific level to distribute messages to their partners' audiences as well as LBVD's stakeholders.
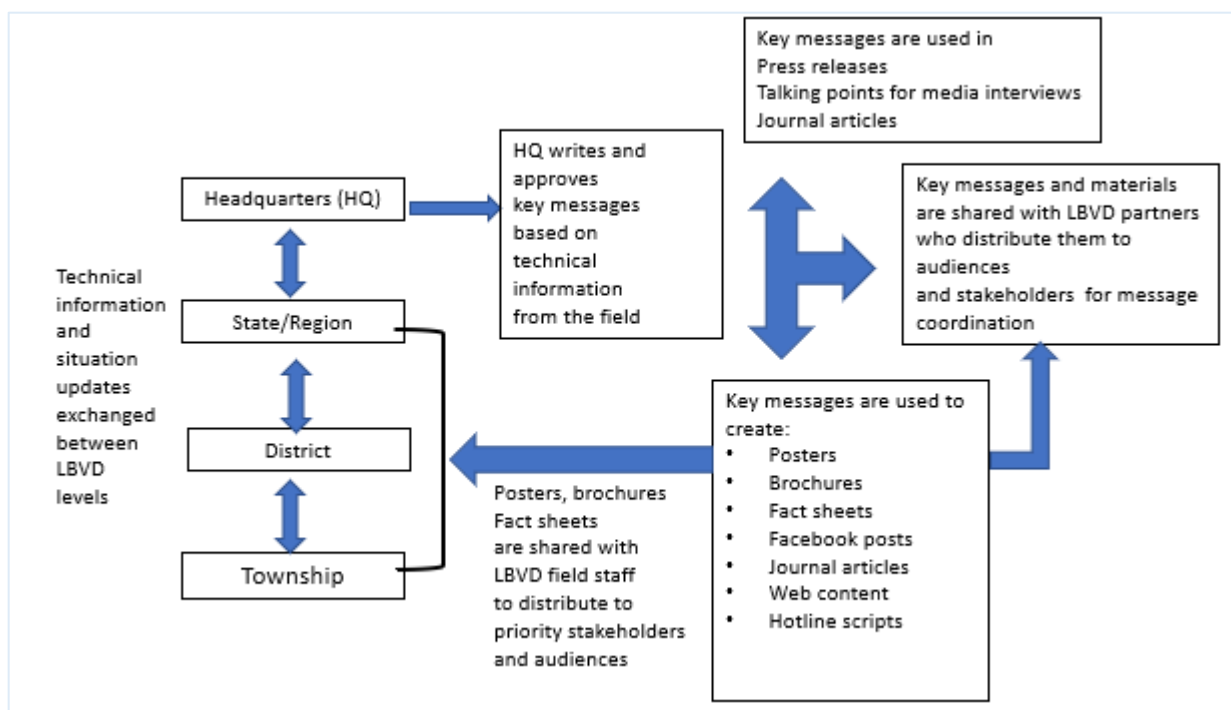
Figure 5. LBVD Message Distribution and Engagement Flow

LBVD's Key Channels

Because of their strategic importance, LBVD prioritizes three key channels: traditional news media, Facebook, and interpersonal (face-to-face) engagement.

Traditional news media

Traditional news media, particularly TV and radio, are popular news sources in Myanmar. Twenty-three percent of people watch TV for news, and 42% of the population watch TV or listen to radio every day. Radio remains a preference in more rural areas where many LBVD stakeholders live. (Survey of Myanmar Public Opinion, Mar 9 – Apr 1 2017 – Center for Insights in Survey Research http://www.iri.org/sites/default/files/8.25.2017_burma_public_poll.pdf).

Since government reforms in 2012, the number and types of Myanmar's traditional news media have grown. News sources that used to operate outside the country have moved into Myanmar, and new outlets are emerging. In addition, Myanmar's first community radio station launched in early 2018. The station, currently serving Yangon, focuses on agriculture, livestock, health and education. As community radio has the potential for growth, it likely will become a good venue for LBVD animal health information in the future. (https://medialandscapes.org/country/myanmar/media/radio).

The amount of news coverage is also increasing. Expanded press freedom in Myanmar means more in-depth coverage of government activities.   Journalists' inquiries can be expected to extend well beyond official government accounts. As a result, LBVD has identified six tactics designed to meet the new media reality:

1. preparing its leadership for more intensive and broader-ranging interviews.

2. choosing and training its spokespersons in advance of an emergency or outbreak.

3. training more Department staff for media interviews to satisfy the growing demand

    for information during emergencies and outbreaks.

4. seeking opportunities for LBVD officials to participate on relevant talk shows which are popular among Myanmar TV audiences.

5. increasing available media-materials on likely animal emergency scenarios.

6. developing longer-term and higher trust relationships with journalists.

Spokesperson Training

LBVD's training ensures that spokespersons fulfill the Department's communication objectives and tactics as outlined in this strategy. Spokespersons:

- are prepared with short introduction including LBVD's role and responsibility in the emergency or outbreak response. (See **Appendix** B for example).

- emphasize key messages and recommendations.

- incorporate risk communication principles and tactics to maintain public and partners' trust in the Department as a credible source of information:

    o Transparency (state what is known, what is unknown but what LBVD is doing to respond to the emergency event)
    o Timeliness

    o Managing uncertainty

    o Communicating empathy for victims

    o Communicating respect for stakeholders' concerns

    o Using non-technical, jargon-free language that audiences understand and can act on

See Appendix D for more guidance for engaging news media, including additional tactics for spokespersons.

LBVD's prepares spokespersons to answer frequently-asked questions (What, Why, Where, Who? How?) with the most up-to-date data.

- What has happened?

- What type of incident is it?

- What are the health and safety risks for individuals and communities?

- What steps and processes are in place to respond to the incident?

- Why did this occur? What caused the outbreak or health threat?

- Where is the outbreak or emergency now? Where is it spreading?

- Who is affected or at-risk? Am I? Are my livestock?

- Who is the manager of the event? What agency is or agencies are responding?

- How severe is it?

- How much damage has been done? How many people/animals are sick or dead?

- What are the health and safety risks for individuals and communities?

- How is the disease transmitted?

- How is it treated?

- How can I protect my livestock and myself?

As spokespersons prepare for interviews and other media appearances, the LBVD Risk Communication Team gathers identifies and drafts answers to additional questions that might be asked based on new response developments and specifics of the current situation

Journalists are likely to ask questions that are not directly related to LBVD's goals and objectives. In order to ensure that media coverage resulting from the interview highlights the Department's core messages, spokespersons are trained to use bridging techniques to bring interviews back to core information. Examples of bridging statements include:

- "What I think you are really asking is…"

- "The overall issue is…"

- "What's important to remember is…"

- "It's our policy not to discuss this issue, but what I can tell you is…"

- "What I'm here to discuss is …"

- "Your readers/viewers really need to know…"

(Bridging techniques derived from *Crisis + Emergency Risk Communication*, US Department of Health and Human Services, 2014)

As Myanmar's media landscape continues to evolve, LBVD will track and respond to changes. In particular, the Department will track stakeholders' media use by monitoring improvements in TV and Radio rating systems, the media outlets that fall under government editorial policies, the outlets that are not aligned with government policies, the changes from anal to digital broadcasting and increased mobile phone access. These changes have implications for LBVD's choices of channels and the Department's responses to journalists' inquiries.

Developing Media Materials

LBVD's press releases are issued regularly and include answers to the What? Why? Where? Who? How? Questions outlined in the "Message Development" section of this document. Releases should be written in plain/simple language and include LBVD point-of-media contact information. (See **Appendix D** for a template to assist in the development of effective news releases.)

LBVD's makes it easy for reporters to tell accurate and engaging stories by including with press releases, media-ready print and digital materials including detail and illustrations. Media "packets" can be made available in hard copy and as downloadable documents from LBVD's Facebook or other internet sites. Packets include:

- **Disease-specific fact sheets**. (See "Message Development" section of this document)

- **Visual materials** to support reports. These include

    o videos of LBVD activities responding to the outbreak—loaded on Facebook or on the LBVD Website. Journalists can edit the videos into their reports.

    o 10-20 second video sound bites from LBVD officials and experts that can be edited into newscasts.

    o B-roll (background video without narration). News outlets can voice-over the video showing affected animals or LBVD actions.

    o Photographs of affected sites and animals and LBVD staff in action.

- **Print materials** to support reports. These include:

    o A concise description of LBVD's role and responsibility in the response.

    o Quotations from LBVD officials related to the outbreak or emergency.

    o A concise statement about LBVD's role in the response or descriptions of activities underway.

    o Simplified charts and graphs that visually explain spread of outbreak and the government's response activities.

    o Stories about people and organizations involved in the response.

    o Reports that link LBVD actions to success.

    o Personal accounts from beneficiaries of LBVD assistance during the emergency.

Building a positive relationship with the media.

LBVD strengthens its relationship with journalists by providing reporters with broad access to well-trained Department staff for interviews and by preparing media-ready materials. However, the Department can do even more by creating specific enrichment opportunities to increase reporters' understanding of animal health threats.

New press freedoms in Myanmar since 2012 have led to a growing number of news publishers in the country, but the increased number of journalists means that many are untrained reporters (unesdoc.unesco.org/images/0024/002447/244760E.pdf))   The skill gap can lead to inaccurate reporting on animal health diseases. However, the gap also represents a unique opportunity for LBVD.   The Department can attract the attention of reporters and increase accurate reporting by hosting media enrichment events. The following programs have worked well in other countries and provide models for LBVD's media opportunities:

Journalists' "Meet the Expert" events focus on likely animal health issues, connecting reporters with LBVD experts. Technical experts discuss likely outbreaks and emergencies with reporters. The program could be held periodically, covering a series of animal health threats over time or be conducted as several-day intensive workshop. Topics should include the following:

- Animal health threats in Myanmar (what are the key threats and how do they affect Myanmar's farming industry)
- The role of LBVD (what does LBVD do to protect Myanmar's people and industry)
- The disease investigation process (simplifying the science for the lay population, why data and information can take a while to get)
- Farm to table processes and safety control methods
- Risk assessment and risk perception
- Coordination with human health counterparts at the Ministry of Health and Sports on zoonotic health threats.

Seasonal animal health seminar focusses on specific-single animal health threats relevant to the time of year. LBVD experts speak with journalists:

- explaining why the topic is timely and important to the community.
- providing headlines, photos, video clips, fact sheets, etc.
- simplifying the science for reporters.
- Setting up field visits to allow reporters to get access to a relevant story.

Reporter "embedment." By rotation, individual journalists from different outlets are invited to spend a day (or more) with LBVD teams during an outbreak to see how LBVD works, capture real time video and photographs of affected areas, and learn about surveillance and response.

By hosting media enrichment events, LBVD builds positive relationships with journalists who reach millions of the Department's key stakeholders. LBVD can become more visible to the public and other stakeholders as journalists become more aware of the Department and the work it performs. Journalists who have limited training will likely appreciate the opportunity to learn how to do their work more effectively and gain new contacts within LBVD. Journalists will know who to call for animal health emergencies and build their stories on a foundation of knowledge laid out in LBVD programs. In addition, reporters may be the first to learn about an outbreak and will have contacts at LBVD to inform.

Facebook

Even though traditional news media remains the most popular channel for news, social media is challenging its dominance in Myanmar. The social media and digital landscape for Myanmar is one of the most dynamic in the world as mobile and wired access increase. During 2017 alone, Myanmar's internet users grew by 29% (4 million new internet users).

Facebook leads social media use in Myanmar. It is so widely used, it is considered equivalent to the internet. (Digital in 2018 in Southeast Asia - https://www.slideshare.net/wearesocial/digital-in-2018-in-southeast-asia-part-1-northwest-86866386) Today about 17% of Myanmar residents rely on Facebook as its news source, but that number is rapidly growing. (Survey of Myanmar Public

Opinion, March 9 – April 1, 2017 – Center for Insights in Survey Research). As a result, LBVD is focusing its social media outreach through Facebook.

LBVD's Facebook approach highlights **interaction** with stakeholders and the public, rather than one-way broadcasting. The Department's objective is to engage users by frequently updating materials to draw repeated visits and track metrics of use and feedback. The Department uses that data to respond to address followers' inputs and adjust to stakeholders' visiting patterns. LBVD is building its Facebook base ahead of emergencies, by advertising through other channels so that many followers will receive rapid information and guidance when an urgent event occurs.

LBVD has several key tactics to encourage Facebook engagement. Using its official Facebook site, the Department:

- posts new messages approximately twice per week.

- includes actions for audiences to take and questions for them to answer.

- monitors responses from users for misinformation and rumors, responding to these with "Rumor-busters" (correct information) asking users to help spread correct information.

- co-post messages on Facebook pages of its partners (Ministry of Agriculture, Livestock and Irrigation, Ministry of Health and Sports, and others).

- monitors times when LBVD Facebook pages receive the most viewers and focuses the Department's Facebook posts for those times.

- keeps viewers' attention by keeping posts short (no more than 2-3 lines).

- Increases viewers' interest by maximizing visual content (photos, charts, and video).

- advertises LBVD's Facebook site through other channels (websites, journals, posters, brochures, etc.)

- Follows risk communication rules on Facebook posts (transparency, trustworthy, action-focus).

- Includes messages that ask for followers' action ("please share…", "get the word out," etc.).

Facebook and other types of social media will continue to grow and evolve. What will remain constant is its role as a source of news and guidance during all types of disasters and emergencies. LBVD is maintaining an active presence on Facebook and is prepared to develop other channels as they learn more about how their stakeholders use the growing array of personal engagement platforms.

Interpersonal Communication (Face-to-Face) and Community Engagement

Interpersonal communication is one of the most effective types of engagement for risk communication. Fortunately, LBVD has a long tradition and extensive experience communicating directly with community members in at-risk areas.

LBVD field staff engage farmers, consumers, market managers, and traders in person-to-person communication because the field staff live and work in the communities where stakeholders live. As a result, stakeholders are more likely to trust LBVD staff as their neighbors. Day-to-day contact also increases opportunities to speak directly about risks, solutions, recommendations, and barriers to action. LBVD can address individual concerns and adapt to local contexts and literacy levels on the spot.

LBVD also draws upon local leaders and community resources to share information, distribute health protection materials and gather feedback from stakeholders. This system empowers communities to unite with LBVD to address animal and human health threats. Using the communities' own resources, LBVD increases local buy-in for the Department's recommendations.

As LBVD grows in expertise using mass media and social media channels, they will continue addressing stakeholders at the community and individual levels. It is very important to the Department's current success in risk communication.

Summary

LBVD is working closely with its internal government partners, non-governmental organizations and its stakeholders to ensure that accurate information, guidance and opinion flow freely and transparently during emergencies and outbreaks. By applying effective risk communication techniques, the Department reduces harms related to animal health threats and builds trust in LBVD. Its objectives are clear and directly support Department goals.

LBVD's messages and materials are focused and designed to support specific objectives to protect the health of animals and people and to reduce related economic harms. The Department's communication activities are targeted to decision-makers with the power to support LBVD's goals. Its messages focus on key information and align public risk perception with experts' assessments. LBVD systematically engages audiences through multiple channels to increase the reach of health protection messages and expand communication exchanges.

The tactics outlined in LBVD's risk communication strategy are focused on activities that reflect Myanmar's animal health context. Additional tactics included in the appendices represent activities that have worked in other countries or for human public health emergencies. These should be considered resources that can be considered by the Department for possible adaption to Myanmar's unique context.

Appendix A: Avian Influenza Messaging

This appendix is designed to illustrate the process of developing messages to fulfil different communication functions as outlined in the Myanmar Livestock, Breeding and Veterinary Department *Emergency Risk Communication Strategy*. The illustrations below draw primarily from three sections of the strategy: "Message Development," "Building Trust," and "Tactics for Motivating Action."

Scenario: For purposes of illustration, this appendix focuses on messages appropriate for an outbreak of H7N9, an event in which LBVD identifies Anhui/2013 lineage H7N9 in a market with no signs of disease in poultry. LBVD has made the decision to close the affected market temporarily for 7 days and undertake disinfection and tracing.

Messages in this appendix provide examples of message development tactics covered in the strategy. Section 1 includes content (health information and situation updates), adding value and promoting action.
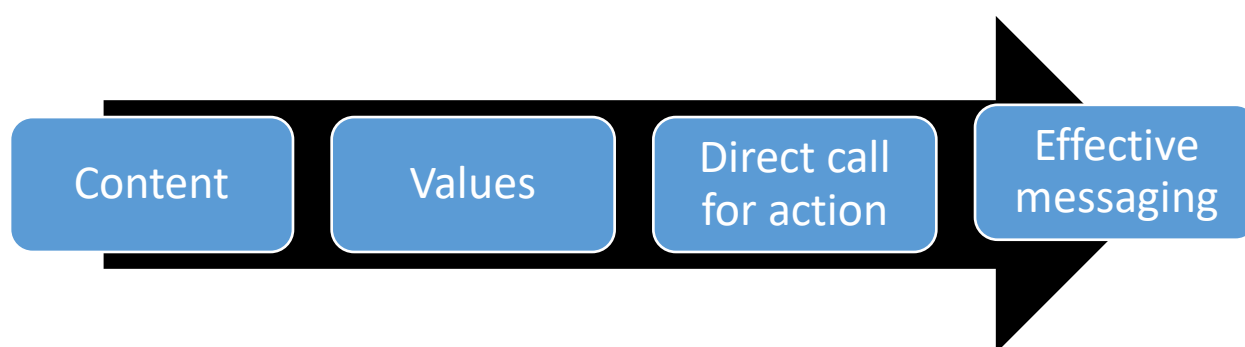
Section 2 illustrates how content (health information and situations updates) can be modified to fulfil other communication functions: building trust and influencing risk perception.

It is important to recognize that no single message or modification can fulfil communication functions; it takes widespread, consistent messages using these tactics to raise stakeholders' awareness, promote action, build their trust, and influence their risk perceptions.

Section 1: Messaging for Content, Value and Action

Content

Below are drafts of basic content for H7N9 messages developed by avian influenza experts. They address basic questions most likely to be asked by LBVD's stakeholders: What? Where? Why? Who? How? The examples of content below include 1st) messages for all stakeholders and the public, 2nd) additional messaging content for poultry traders and 3rd) additional messaging content for poultry rearers (commercial and backyard farmers).

Content for messaging for all stakeholders and audiences:

1. A virus that can infect poultry and can cause disease in people has been found in/associated with [insert location (market, farm, etc.) and number of locations] in xxxx [insert village, town, district, and province/state].
2. The virus has been associated with a single human case. (add if human case is detected)
3. Related virus has been present in China for the past XX years with no sustained spread between people. (add if human case is detected)

4. As a precaution, LBVD is monitoring close human contacts of this case. (add if human case is detected)
5. Related virus has been circulating in poultry in China and has resulted in some spill over to humans, but with no sustained spread between people. (add If only detected on routine surveillance)
6. Well-cooked chicken and eggs are safe to eat from all locations.
7. Poultry products are safe to eat if good food preparation, hygiene and cooking procedures are followed.
8. The Government is taking all measures to prevent the further spread of the virus.
9. We are still early stages of investigation and do not yet know if this is an isolated case of virus in poultry or if it has already spread.
10. Based on experiences elsewhere the virus was likely introduced to the market [or insert other locations, as relevant] via infected poultry.
11. We will keep you updated regarding the situation. As the investigation uncovers more information, we will let you know. Based on what we know, our recommendations to protect animal and human health may change to match new knowledge.
12. All authorities working together (Health, Agriculture, Market)
13. Your help is needed to report any unusual signs of disease in poultry such as an increase in the number of deaths.
14. We expect some disruption to live poultry trade. However, it is important to note and let everyone know that it is safe to eat eggs and poultry that is well cooked. This is true even for eggs and chickens from the area where the cases have been found.
15. LBVD is working with farmers, markets, and traders to eliminate the virus from poultry, but this approach may change as the situation becomes clearer
16. The virus has been known to spread to people who have close contact with poultry. If you have been in a live bird market in the past 10 days and develop a fever, have difficulty breathing or feel unwell in other ways, please contact xxxx xxxx.

Additional content for traders

17. We need your cooperation to resolve problems causing disruption to your trade; this includes closing the market for a minimum of 7 days. If more time is required, LBVD will keep you informed.
18. It is necessary to thoroughly clean and disinfect the market and any vehicles and equipment used for transporting poultry. Instructions on how to do this are available here [link to guidance document].
19. LBVD is working closely with farmers, vendors, and market managers to find out how the virus got into the [market or other location] where the virus came from. If we are unable to determine the source, and the virus returns. The market will have to be closed again.
20. The virus may be in other places. As our investigation continues, LBVD will be checking additional locations where poultry are kept or have been transported.
21. If you have been in close contact with poultry recently and feel unwell, especially if you have a fever or difficulty breathing, report your illness to xxxx xxxx.

22. As this virus does not cause disease in poultry, the only way we can detect infection in poultry is by doing tests on birds. (add if known to be low pathogenicity avian influenza virus)
23. We recommend that if you work in other live poultry markets, you should wear protective clothing [provide links to Health Ministry messages about personal protection actions].
24. The markets where you work will need to be cleaned to reduce contamination and reinfection.
25. Live poultry are the main source of this virus so if infected birds are brought back to the market once it reopens, the market will get recontaminated and will need to be closed again.
26. If clean and healthy birds are exposed to H7N9 virus, they will be infected. If they are alive for more than 24 hours after infection, they will shed virus, infecting others.
27. To prevent spread of the virus any birds that have been in a market with infected birds should be slaughtered within 24 hours and not taken back to your household or yard.
28. Testing will be done to detect virus in markets, and if virus is found, the affected market will be closed.

Additional content for poultry rearers (farmers, backyard and commercial)

29. There will be temporary disruption to trade now that H7N9 virus has been found. We need your cooperation to reduce the amount of time that trade is disrupted.
30. If you have any unusual signs or increase in dead birds, it is important that you report it to XX, a local veterinarian or a community animal health worker.
31. The sooner we can contain this virus the less disruption to trade.
32. We ask you to take extra biosecurity measures to prevent entry of virus to your farm (provide links to guide on preventing entry of virus to farm)
33. We need you to help us by reporting any unusual signs in your birds including increased mortality.
34. As this virus does not cause disease in poultry, the only way we can detect evidence of infection is by doing tests on birds. (Add if known to be low pathogenicity avian influenza virus).
35. We will be doing increased testing on farms for evidence of infection collecting blood and/or faecal samples.
36. If the virus is detected on farms, it will be necessary to destroy all birds on the affected premises and to introduce restrictions on movements around your farm/premises.
37. So far, this is mainly a virus affecting chickens but some strains of related virus have been detected in ducks.
38. LBVD recommended control measures will be centred on chickens, unless evidence emerges that the virus is also affecting ducks in Myanmar.
39. We expect vaccine to be available in the next XX days and that it will be necessary for all chickens coming to markets to be vaccinated.

Content for change in scenario

Scenario: Timing between sampling and testing. The following content would be part of messaging if time between sampling and testing results in poultry is greater than 10 days. This content could also be used if there is a human case, and the likely time of initial infection is greater than 10 days.

For all stakeholders and the public

40. We expect that in the time between collecting samples and having the results of testing to be more than 10 days. During that time, we expect to find additional cases of the virus in poultry. We will let you know what we find as soon as results are available.

Additional content for traders and poultry rearers

41. We expect that in the time between collecting samples and getting the results will be more than 10 days. During that period, we expect there to have been some transmission of the virus to poultry in other places. If that is the case, we anticipate greater disruption to trade than if the virus is isolated in one place.

Scenario: Spread of disease to multiple markets. The following content could be part of messaging in the event of multiple markets affected or new human cases associated with other markets. (By this stage frustration likely to be growing because of repeated market closures and prices are likely to be lower given consumer avoidance of poultry.)

For all stakeholders and the public

42. The H7N9 virus has now been found in (XX– number) markets in (YY – locations) and affected markets have been closed temporarily.
43. New case(s) of human infection with H7N9 have been detected. (add if human case is detected)
44. This case is /These cases are not linked directly to the first human case (in other words so far no human to human transmission, the most likely scenario). (add if human case is detected)
45. We are re-examining options for control given the virus is apparently widespread.

Additional information for traders

Trade is suspended in XX [insert locations] markets where this virus is circulating in poultry because of the potential threat to human health from infected birds

46. LBVD is working with markets, farmers, and XX [list agencies] to contain the virus. For more information, [insert links to more information at LBVD and partner resource sites].

Additional information for poultry rearers

47. We recognize that this virus is causing considerable disruption. LBVD is taking the following action to control the virus and to return poultry trade to normal as rapidly as possible..... We need everyone's help to contain the virus....

Scenario: Vaccine deployed for chickens. The content below could be used as part of messaging in the event of vaccine being deployed for chickens. As per the H7N9 contingency plan, if available information suggests the virus cannot be eliminated from Myanmar then vaccination will be considered for introduction to reduce the likelihood of human cases and to stabilise the poultry trade.

For all stakeholders and the general public

48. In order to protect people from getting the virus and to stabilize the poultry trade, LBVD is introducing a vaccine program for the virus for all chickens (and ducks if it is a variant virus, as is currently circulating in some parts of China).
49. A similar vaccine program has been adopted successfully in China.
50. In order to protect people and trade, all chickens will be vaccinated under the new program.
51. We expect vaccine to be available in the next XX days and that it will be necessary for all chickens coming to markets to be vaccinated.

Additional content for traders

52. Once vaccination is introduced, only vaccinated birds will be accepted at live poultry markets.

Adding Value to Content

The messaging content above (messages 1-52), provides stakeholders and audiences with health information and situational awareness to understand the emergency and steps to prevent the virus from spreading. Effective messages connect this core content to stakeholders' values. Values are concepts that are important to people: health, family, community, prosperity, safety, etc. When information is connected to values, people are more likely to pay attention and to act on the information. When asked to act in alignment with one's values, stakeholders' are more likely to comply.

For purposes of illustrating the message development process, examples of message content (from list of 1-52 above) have been selected and shown below. Below each basic content message is an illustration of how value is added to content to increase attention and compliance.

Message 4: As a precaution, LBVD is monitoring close human contacts of this case. (message to be used if human case is detected)

Tactic	Modified message	Result
Add value to content	LBVD is monitoring family and friends of the person who is ill. Close monitoring can quickly tell if other people have been infected and help keep others healthy.	This message adds the values of family and community and protecting people that you care about. The language used in this version humanizes the message and makes it more likely to be noticed and accepted.

Message 6: Poultry products are safe to eat if good food preparation, hygiene and cooking procedures are followed.

Tactic	Modified message	Notes
Add value to content	Protect your family and keep them healthy by following safe steps to prepare and cook chicken.	The value-laden phrases "protect your family" and "keep them healthy" serve as important reasons for stakeholders to follow recommendations for preparing chicken.

Message 24: The markets where you work will need to be cleaned to reduce contamination and reinfection.

Tactic	Modified message	Notes
Add value to content	To limit the loss of livestock and protect your livelihood, the markets where you work will need to be cleaned to reduce contamination reinfection.	Reference to loss of livestock and livelihood connect economic values to recommendations, making them more likely to be followed.

The illustrations above focus on values that are applicable across all populations. Particular communities in Myanmar have unique values and customs that can be identified and linked to health information to be even more effective when communicating locally.

Motivating action

Detailed tactics for motivating action can be found In the "Message Development" section of the *Emergency Risk Communication Strategy* (raising awareness, increasing relevance, increasing

knowledge of solutions, empowering stakeholders, and highlighting benefits). Below several of those tactics are applied to basic content to illustrate how messages can be modified to motivate stakeholders to action.

For purposes of illustrating the message development process, examples of message content (from list of 1-52 above) have been selected and shown below. Below each basic content message is an illustration of how tactics are applied to increase productive action.

Message 7: Basic content

Well-cooked chicken and eggs are safe to eat from all locations.

Tactic	Modified message	Results
Motivate productive action	Well-cooked chicken and eggs are safe to eat from all locations, including those where avian influenza has been found. Thorough cooking completely kills the virus. Cook eggs until the yolk and white are firm. Cook chickens to 74°C (chicken juices should be clear, not reddish).	This message provides explicit, clear direction, breaking actions down into parts, making it more likely that stakeholders will take the right action. It also links the recommended action (thorough cooking) to a positive outcome result (killing the virus).

Message 16: The virus has been known to spread to people who have close contact with poultry. If you have been in a live bird market in the past 10 days and develop a fever, have difficulty breathing or feel unwell in other ways, please contact xxxxx .

Tactic	Modified messages	Results
Promote action by showing benefit	Call xxxx-xxxx if you have been to a live bird market in the past 10 days and develop fever, have difficulty breathing or feel unwell in other ways. Calling this line can help determine if you have avian influenza and can help you get the care you need.	The basic content tells what to do, but provides no benefit to the stakeholder for complying. The modified message provides a reason (benefit) to make the call.

Message 32: We ask you to take extra biosecurity measures to prevent entry of virus to your farm [provide links to guidance on preventing entry of virus to farm].

Tactic	Modified messages	Results
Promote action by empowering stakeholders	We ask you to clean and disinfect all bird areas and install bird-nets to prevent close proximity of poultry and wild/migratory birds. Contact xxxx to get specific directions for cleaning and disinfection.	This message breaks down "biosecurity measures" into understandable steps and tells stakeholders where to get

help in performing
recommended action.

Section 2: Messaging to Build Trust and Influence Risk Perception

Modifying messages to build trust

Messages to build trust describe LBVD in ways that increase stakeholders' perceptions of the Department's expertise, integrity, power and authority and caring and respect for stakeholders and the public. Details about multiple tactics for trust building can be found in the *Emergency Risk Communication Strategy* section "Building Trust through Communication Activities."

For purposes of illustrating the message development process, examples of message content (from list of 1-52 above) have been selected and shown below. In the box below each basic content message is an illustration of how tactics for building trust are applied to core content.

Message 1: A virus that can infect poultry and can cause disease in people has been found in/associated with [insert location (market, farm, etc.) and number of locations] in xxxx [insert village, town, district, and province/state].

Tactic	Modified messages	Results
Add trust-building	The Livestock, Breeding and Veterinary Department has identified a virus that can infect poultry and can cause disease in people in a market in xxxx [insert location].	By showing LBVD as the agency that identified the virus, stakeholders become familiar with LBVD, it's role and expertise—the Department's credibility.

Message 9: We are still early stages of investigation and do not yet know if this is an isolated case of virus in poultry or if it has already spread.

Tactic	Modified messages	Results
Building Trust	We are still early stages of investigation and do not yet know if this is an isolated case of virus in poultry. The Livestock, Breeding and Veterinary Department is conducting tracing and surveillance to rapidly identify if the virus has already spread. We will share new information with you as quickly as we find answers.	Identifying LBVD as the responding agency helps stakeholders to know the Department and its role better, building trust through perceptions of power and expertise.

This message also managing uncertainty (saying what is known and unknown, now) so stakeholders will not think the Department has made a |

mistake if more cases are found later.

Finally, stating LBVD's intent to share new information quickly builds trust through transparency.

Message 12: The Government is taking all measures to prevent the further spread of the virus.		
Tactic	Modified messages	Results
Build trust .	All parts of the government are working together, taking all steps to prevent the further spread of the virus. The Livestock, Breeding, Veterinary Department is monitoring the virus to prevent further spread, supporting farmers and market managers in disinfecting poultry areas and educating everyone about disease prevention steps.	Identifying LBVD as a key player and working with all of government increases perceptions of the Department's authority, building trust. Identifying specific tasks that LBVD is fulfilling increases stakeholders' knowledge of LBVD's role and increases perception that the outbreak is being controlled. These additions build trust in LBVD and lower stakeholder concern.

Influence Risk Perception

LBVD's can influence stakeholders' and other audiences' perceptions of risk by associating animal health risks and zoonotic threats with characteristics associated with more or less public fear. To increase concern and promote action, diseases can be characterized as involuntary, outside of personal control, unfamiliar, manmade, causing permanent harm, and disproportionately affecting children. To decrease concern and over-reaction, threats can be characterized as within personal control, voluntary risks, familiar, natural, having reversible affects, fairly distributed, and not especially affecting children. See more detailed descriptions of these tactics in the "Messaging to Influence Stakeholders' Risk Perceptions" section of "Message Development" in *the Emergency Risk Communication Strategy*.

For purposes of illustrating the message development process, examples of message content (from list of 1-52 above) have been selected and shown below. In the box below each basic content message is an illustration of how messages are modified to influence risk perception.

The virus has been known to spread to people who have close contact with poultry. If you have been in a live bird market in the past 10 days and develop a fever, have difficulty breathing or feel unwell in other ways, please contact xxxxx .

Tactic	Modified messages	Results
Influence risk perception and raise concern	Call xxxx-xxxx if you have been to a live bird market in the past 10 days and develop fever, have difficulty breathing or feel unwell in other ways. The virus has been known to spread to people who have close contact with poultry. Some infected people have died.	The message raises concern by characterizing H7N9 as having potential irreversible health impact for people.

Message 56: Once vaccination is introduced, only vaccinated birds will be accepted at live poultry markets. (message for traders)

Tactic	Modified messages	Results
Influence risk perception by lowering concern	Once vaccination is introduced, only vaccinated birds will be accepted at live poultry markets. Vaccination certification will be the same procedure as used in [past time, place] and be easy for you to verify.	By characterizing a control procedure (vaccination certification) as familiar and easy for stakeholders to perform themselves, stakeholders' concern about potential economic losses should be reduced.

Message 57: LBVD is working closely with farmers, vendors, and market managers to find out how the virus got into the [market or other location] and where the virus came from. If we are unable to determine the source, and the virus returns. The market will have to be closed again.

Tactic	Modified message	Result
Influence risk perception by reducing concern and worry	LBVD is working closely with farmers, vendors, and market managers to find out how the virus got into the [market or other locations] where the virus came from. If we all work together, we should find the answer soon to prevent reinfection and the need to close markets again.	The basic content message above (#57) raises concern by showing how uncertainty could lead to economic loss (reclosing markets). The modified message should reduce concern by giving the stakeholder some control over

the risk (working together) and by showing that others are working to reduce uncertainties.

Appendix B: Template for Talking Points

This template includes all cleared messages on status, activities, and risks of an emergency. It is updated frequently as a resource for preparing LBVD spokespersons for a range of media and public engagements. It is a source for development of presentations, opening statements, and Q/A sessions. It can be shared with partners as a resource for their spokespersons.

<div style="text-align:center;border:1px solid black;display:inline-block;padding:10px;">

LBVD LOGO

</div>

Topic of Talking Points

Date	XX/XX/20XX
Format	Talking points. They help spokespeople and LBVD communication officers communicate concisely in lay terms and LBVD technical issues, events and activities to the media and WHO social media communities.
Target audience	LBVD spokespeople for media, social media
Cleared/Approved by	
Date Cleared	

Key messages

-
- .
-

Current Status on XX disease outbreak

- Current scope/scale of the outbreak or emergency.
- New developments or findings in surveillance
- New/current recommendations

LBVD's current response activities

-
-

Role of LBVD and Partners

-
-

The risks related to disease/outbreak

-
-

Advice to stakeholders and audiences:

- **Insert latest, still current, recommendations to protect livestock and people**

Resources: Where to find more information on XX

Appendix C: Template for a Disease-Specific Fact Sheet

This template is a format that can be used to develop "evergreen" fact sheets that are a source of enduring content. See "Message Development" section for more detail on the preparation and uses of fact sheets.

LBVD Logo

Name of Disease

Date of Posting/Last date of review

Key Facts

- Former names or other names
- Primary means of transmission
- Average case-fatality rate
- Key intervention(s)

Transmission

- Original source of transmission
- Source of cross species transmission
- Common current means of transmission

Symptoms of Disease

- Incubation period
- When and for how long are infected animals or people contagious?
- First symptoms and progression of disease

Diagnosis

- Tests
- Other methods

Treatment and/or Vaccines

Prevention and Control

- Personal protection (people)
- Control of spread within a common animal area
- Outbreak control measures

LBVD response activities

History of outbreaks of disease in Myanmar

Appendix D: Guidance for Engaging News Media

Template for Initial Press Release Announcing Animal Health Emergency or Outbreak

Derived from *Crisis and Emergency* Risk *Communication*, U.S. Centers for Disease Control and Prevention, 2014.

The purpose of this initial press statement is to answer the basic questions: who? What? Where?

Insert LBVD Logo here

When? How. This statement should also provide whatever guidance is possible at this point, express the organization's concern and detail how further information will be disseminated. If possible, the statement should give phone numbers or contacts for more information or assistance. Please remember that this template is meant only to provide guidance. One template will not work for every situation.

FOR IMMEDIATE RELEASE

CONTACT: (name of contact)
PHONE: (number of contact)
Date of release: (date)

Headline—Insert your primary message to the public

Dateline (your location)—Two-three sentences describing current situation

Insert quote from an official spokesperson demonstrating leadership and concern for victims.

Insert actions *currently being* taken.

List actions that *will be* taken.

List information on possible reactions of public and ways citizens can help.

Insert quote from an official spokesperson providing reassurance.

List contact information, ways to get more information, and other resources.

Insert standard LBVD organizational information here.

Guidance for Conducting a Press Conference

Derived from FAO Working with the Media (http://www.fao.org/docrep/014/i2195e/i2195e01.pdf)

At a press conference, you invite a group of journalists to hear a prepared statement and ask questions. There may be one or two speakers or a panel.

You should consider calling a news conference:

- To make important announcements, such as a technological breakthrough, a major expansion, or a merger with another organization.
- To respond to criticism that has appeared in the media.
- To make high-profile statements, for example at an international conference being covered by the media.
- To save time: you can answer many questions at the same time and avoid many individual phone calls.
- To attract media attention to something that journalists were not interested in before.

News conferences can be very useful. However, they can also be difficult and risky. You need to plan news conferences and manage them carefully. You should think like a media editor. Ask yourself:

- Why should I send a reporter?
- What kind of story will the reporter get?

If the answers are not positive, then do not call a news conference.

A number of activities must be done before, during and after a news conference. The following are some guidelines for managing each of these stages.

Before the news conference

Plan carefully

- You can hold a news conference indoors or outside. If the location is outdoors, make sure there is an alternative if it starts to rain.
- Provide a speakers' table, podium or platform so everyone can see and hear the speakers.
- Check if there is a good sound system for speakers and journalists' questions, along with audiovisual projection and recording equipment. Make sure there is electricity with enough multi-way adapters.
- Provide enough chairs for the people you expect to attend, and have sufficient refreshments and enough serving staff.

Check the venue beforehand

- 1–2 hours before the start, check the venue. Is the equipment working? Is everything ready?

Cater to the press

- Know their deadlines and constraints. If the announcement is aimed at the evening TV news, do not call a news conference for 4 pm. The journalists will not have time to get back to the office and submit a story before the deadline.

Back at the office

- Have someone to respond to phone calls during the news conference. Reporters who cannot attend may call to ask for press kits.

During the news conference

Make people feel welcome

Have enough staff to manage the number of visitors you expect. Give them name badges to wear. Greet journalists as they arrive. Have them sign a sign-up sheet with columns for phone numbers and email addresses, before you give them the press kit. Exchange business cards – you will be able to contact them in the future.

Manage time

Allow time at the beginning for latecomers to arrive. Provide snacks and refreshments, but make your announcement within 30 minutes of the starting time. If you wait too long, the busiest reporters may have left.

Provide a press kit

- This may consist of a folder containing the following:
- Copies of the speeches or statements to be made
- Photographs of the organization's building, the director or staff involved
- An organizational brochure
- A factsheet about the project
- Information about other relevant activities or products
- Perhaps your most recent annual report.
- Have more than enough materials to go around: journalists are competitors, so do not expect them to share.

Use visuals

- Prepare visuals (charts, diagrams, photos) for use during the presentation. Make them large, with big letters (visible from the back of the room) and colorful graphics. Display them so cameras can zoom into them.
- Consider providing video footage as part of the press kit, or offering to take journalists around the site so they can shoot extra photos (for example, of one of the speakers in a crop field).
- Think of good places for photographs – in an experimental plot or laboratory, or with a group of farmers in the field.

Manage the presentations

Keep the number of presenters to a minimum. Make sure their prepared remarks are short and to the point. Put a large-type name card in front of each speaker. Have someone introduce each speaker and perhaps manage the questions afterwards. If the speakers are inexperienced, get them to practise beforehand.

Manage the questions

Have a facilitator chair the news conference and invite questions from individual journalists. Ensure that the speaker does not get into an argument with a journalist. It is normal to allow one question and a follow-up from a journalist before moving to the next question. Make sure that as many different journalists as possible have a chance to ask questions.

Keep it short

45 minutes is long enough for a statement and questions. Many news conferences at larger events (such as international conferences) take place during the lunch break.

After the news conference

At the end

Thank everyone for coming. Have the speakers stay a short time for follow-up interviews – broadcast journalists in particular may want an opportunity to ask questions one-on-one.

Update your mailing lists

Use the sign-up sheet and business cards you have collected.

Respond to further questions

Journalists may call with further questions and requests for clarification.

Follow up contacts

News conferences are a good way to meet and build relationships with journalists. You can find out what they are interested in and provide them with new story ideas

Appendix E: Spokesperson Guidance for Town Hall Meetings

Derived from Guides and Tips for Planning a Town Hall Meeting
(https://www.usg.edu/assets/diversity_summit/documents/Guide_and_Tips_for_Planning_a_Town_Hall_2016.pdf)

Setting up a town hall meeting

A town hall meeting is a large gathering of people (e.g., 50 or more) who wish to speak about a specific issue and listen to other people's comments. Town hall meetings vary in format but it is recommended to structure the meetings for the substantive results. Successful meetings are more likely to occur when they are planned and implemented as solution-based dialogues. The meeting, by itself, will not resolve issues, but can be a good first step toward identifying important issues. Meetings are often used for developing a foundation for additional discussions. A question and answer session is a useful way to engage the audience. It can provide a platform for personal testimony and can spur questions that may not have been asked during speaker presentations.

Here are some general tips for a successful question and answer session:

- Brainstorm ahead of time some potential themes that may arise to help make your question and answer session as meaningful as possible.
- Being prepared is key; also allow for some flexibility and fluidity with the agenda. Audience members might identify an issue or theme you did not think of as very important, so you will want to allow enough flexibility to respond accordingly.
- Build in as many ways to gather feedback as possible. Hand out note cards for audience members (or remind them) to write down questions that occur to them during presentations.
- If yours is an in person event, require the use of microphones to ensure voices are heard.
- Have assigned note takers during the discussion to record themes or questions visually, where everyone can see it.
- Encourage everyone's participation and remind the group this is an opportunity for discussion on the community issue identified, not to resolve individual issues.
- Redirect attention from participants who begin to monopolize the discussion. (This is particularly important if you have audience members that are dominating the conversation.)

Spokesperson Techniques

- **Don't** speculate, assume, or make premature promises that may have to be reversed later
- **Don't** use humor or use it ONLY when you know your audience – still be cautious
- **Don't** respond to negative questions or allegations by repeating it
- **Don't** use jargon and acronyms unfamiliar to your audience
- **Don't** ever speak "off the record"
- **Don't** say "no comment"

- **Don't** show anger or frustration
- **Do** research your media outlets before your interview
- **Do** remember who your audience is and <u>speak to them</u>
- **Do** express concern for the affected population and don't be afraid to show empathy
- **Do** remain calm while acknowledging uncertainty
- **Do** show competence by being prepared for likely questions with clear easily understood answers
- **Do** demonstrate openness and transparency by sharing decisions and response methods
- **Do** tailor messages to an easy level of comprehension
- **Do** ask for feedback to improve media interactions in the future (meet the media's needs)
- **Do BE PREPARED!!!**

Appendix F: Photo Essay Guidance

Derived from "How to Make Photo Essay for your Non-Profit" (https://wiredimpact.com/blog/how-to-make-a-photo-essay-nonprofit/)

If done well, a photo essay can put a picture to your purpose and create a personal and emotional experience for your website visitors. The following are keys steps in creating a meaningful photo essay.

Find a Photographer

Before you do anything else, make sure you have a talented and experienced photographer. This can be a volunteer, staff member, or a professional photographer.

Decide on a Message

What do you want to say with this photo essay? The message should be related to your organization's mission and vision. A good message has the capacity to invoke an emotional response to viewers.

Make a Plan

Choose a subject or group of subjects to photograph. Action is great for photo essays, so it is best if your subjects are doing something. Coordinate a time and place that works for the photographer as well as those being photographed. A photo essay does not need to be done in a day (although it definitely can be). Be sure to let your photographer know the more photos to choose from, the better.

Choose Your Photos

All of the photos should address the same message. As you are choosing which photos to include, keep your core message in mind. Which photos best convey that message? Consider your audience as well, and choose photos that they will connect with emotionally. The photo essay tells a story, so be sure to arrange your photos in an order that makes sense for the story.

Varying ranges and angles will add some depth to the photo essay. Wide shots set the scene, giving the viewer an idea of the location and who is involved. Medium shots are usually action- oriented. They give the viewer a better idea of what is going on. Close-up shots are often among the strongest. They are intimate, focusing on one subject in a tight portrait. Detail shots can be integral to setting the scene. Often, these shots are a close-up of someone's hands performing an action.

Format Your Photos

For a slideshow setup, keep all your photos the same size. Additionally, if you decide to include a border, it should be the same on every photo. A border is not necessary, but it can be useful in certain instances. Write a caption for each photo with a simple explanation of what is going on in the photo.

Briefly Set the Scene

Your introduction should be short and informative. You definitely want to let your photos tell the story, so only include information that the average visitor would not be able to glean from the photo itself or the caption.

Conclude with a Call to Action

Include the call to action at the end of the photo essay.

Appendix G: PowerPoint Development Guidance

Derived from "5 Best Practices for Making Awesome PowerPoint Slides"
(https://learning.linkedin.com/blog/design-tips/5-best-practices-for-making-awesome-powerpoint-slides)

Far too often, slides are text-heavy and the presenter simply reads them off. Moreover, while there is important information being discussed and audiences have the best of intentions of listening, their minds invariably begin to wonder and boredom prevails.

Do not let that happen. Make your presentations memorable by having awesome slides that enhance your presentation, not take away from it. The following are recommendations for designing a memorable PowerPoint presentation.

Keep your slides consistent

Whatever style you pick, you want to keep it consistent throughout the piece. Having one style for one slide and then a different style for a different slide can be jarring to the audience.

Instead, one consistent tone makes the presentation flow much better. This means consistency of colors and type fonts throughout the presentation. It is best to use a branded template for your presentations (and if you do not have a branded template for your organization, make one).

Make it visual

Nothing makes audiences more bored than a text-heavy slide, or slide after slide of just text. Use images, charts, graphs, videos or anything else visual to break up the monotony of words. It will also add emotion to your presentation.

Make your title slide stand out

This is particularly important if you are using your slide deck as a marketing asset for email, social media or any other channel. However, even if it is internal, you want to have a title slide that stands out. What does that mean? It means having a visually engaging title page and an enticing title and/or that catches people's attention.

Show, do not tell

Wherever you can, do not simply speak to problems. For example, if you were doing slides on a veterinary procedure or farming practice, do not simply describe it. Instead, a far more effective presentation would have photos of the practices highlighting the important procedures you are presenting. Along with being more visually stunning, it will increase your audience's understanding of exactly what you are trying to accomplish.

Have your slides tell a continuous story

The most engaging slide presentations tell a continuous story, where the audience becomes curious about what's coming next. While highly effective for stand-alone presentations used in marketing, it is also a great technique to use for internal presentations with a speaker.

Summary

Creating great slides is similar to creating any great content. It is about making it easy-to-digest and visually appealing while telling a compelling story.

Appendix H: Poster Design Guidance

Derived from "10 Tips for Perfect Poster Design" (https://designshack.net/articles/inspiration/10-tips-for-perfect-poster-design/)

Make it Easy to Read from a Distance

The top priority of a poster is generally to expose someone to an event or important topic. Key information should be easy to read from a distance to help draw people to the poster and create a hierarchy in the text.

When it comes to poster design, you can think of text as having three distinct layers:

Headline: This is the main (and largest) text element in the design. It can be in addition to an art element or it can be the art element. Opt for a readable typeface that is interesting and demands attention.

Details: What, when, where, how? Answer these questions in the second level of the text. What information does someone need to do what your poster is asking of him or her? Provide the information here in a concise manner. As for sizing, there are two options – drop the size to about half of the main headline for very clear hierarchy or continue to use a larger size and use another technique for contrast. (The choice often depends on other elements and importance of secondary text.)

The fine print: This one explains itself. This may be where audiences can go for more information. Make it small but not too small.

Use High Contrast

You have one glance to grab someone's attention with a poster. High contrast between elements can help you do that. Forget a monotone color palette with pale gradients; go bold with color and type options. Poster design is a great time to try a typeface or color palette that might be too "crazy" for other projects. Experiment with it.

Think about a big color background as well. Many times poster designers start with a white canvas. If your printer allows, use a high color background with a full bleed to make your poster stand out from all the rest.

Consider Size and Location

This is important: Where is your poster going to be located? This factors in several ways, including the size of the poster (and possibly aspect ratio). Visualize clutter around the poster and imagine whether the people who need to see it will. Knowing where the design will live can help you make choices about how to create it. Not only is visual contrast important within your design, it is an important external factor as well. Think of it this way: If your poster is going to hang on a green wall, you probably want to use a contrasting color scheme so the design does not blend into the environment.

Make a Mini Version

While poster design is primarily a print project, create mini versions that can be used in other places as well. Remember one of those basic principles of marketing – a person needs exposure to something 20 times to remember it. The multiple poster versions can help you accomplish just that.

- Scale down an image that can be shared on social media.
- Make a postcard or letter size to hand out.
- Consider making a "poster-version" landing page for your website.
- Create a version that can be sent via email.

Use One Big Visual

Whether you choose a photo, illustration or text, a dominant image is key. Moreover, just like the text, it needs to be readable from a distance. When designing posters, think tight — close-up crops of faces or elements, single item illustrations, a common scene with a sharp focal point, novelty typography with high intrigue. After you select a visual be careful about layering elements. Type and images need to have enough contrast so that they are independently readable.

Use Plenty of Space

When it comes to posters, use exaggerated spacing between elements. It may look a little funny to you at first, but the extra spacing will dramatically increase visual impact and readability at distances. There are a few places where extra space can work wonders in poster design:

- Between individual letters. Tight kerning can cause letters to blur at distances.
- Between lines of text.
- Around interior margins of the canvas.
- Between elements of different types, such as images and text.
- Around the most important element in the design. What do you want people to see first?

Include a Call to Action

The goal of every poster is to expose people to something. Most of these "touches" involve providing the viewers guidance on a process or notifying them of some change occurring in their work or life. For that reason, a call to action is vital. Think of it in the same way you would if designing a call to action for a website or app – give it a high-level of prominence in the design.

The difference from web design is that the call to action might not be as simple. (In websites "sign up" or "email us" are common actions that you cannot get on a poster.) The call to action is often the event information or a contact point in poster design. Once you know what users are supposed to do when they see the poster, then you can design the call to action.

Create Focus with Typography

Poster design is one of those places where you can really go crazy with beautiful typography. Some of the best posters are made with type and color, with no images or illustrations.

Keep the same typography principles in mind that you would with any other project – this is not the time to use 10 fonts in one location. However, do experiment with bolder, wider, bigger typefaces that you might feel comfortable with otherwise.

Set the tone for the project with these type options. Use type that conveys an appropriate mood for the topic. You might find this challenging at first, but it can be a quite invigorating exercise.

Use an Alternative Printing Technique

Depending on the location and audience for your poster, an alternative printing technique might be in order. Many things you can do on paper just do not work on digital projects. This might be the perfect opportunity to try out something like letterpress, screen-printing, foiling or use of a UV layer. Many of these techniques are often reserved for higher-end projects or events with a certain level of prestige.

Talk to your printer in advance of settling on any special technique to make sure they can make the prints at the size you need. When it comes to printing techniques, there can be budgetary considerations as well. Some printing processes can be pricey; so make sure you have enough flexibility with the budget before you get started.

Have Fun

Poster design is a place where designers can have a lot of fun. While there are plenty of things to think about and consider, this is an area where you can break the rules and go a little crazy with design. So, try something that you have wanted to do or take the opportunity to learn a new technique or skill. Stretch your imagination to create something new and fresh. The goal of a poster is to grab attention from afar; get creative!

Appendix I: Pamphlet/Brochure/Flyer Guidance

Excerpt from "FAO Publishing Guide" (http://www.fao.org/3/a-i7429e.pdf)

	FLYERS/LEAFLETS	FACT SHEETS	BOOKLETS
AIM	Communicate key facts or short messages, typically at the launch of a publication or a related event	Communicate a synthesis of key information or main messages	Report substantive information and main policy/technical messages
STYLE	A single message on a specific topic, or an announcement, mainly promotional. Language is very clear and straight to the point. Balanced mix of text and graphics/tables/images	May contain images/graphics/data as appropriate. May form part of a series	Various layout types. Balanced mix of relevant images and tables/data. Authoritative tone and clear language
TARGET AUDIENCES	Specific audience or general public	Specific groups such as governments, civil society, general public, and the media	Governments, media and the general public
PAGES	2–4 pp. Flyers: one double-sided page. Leaflets: foldable	1–8 pp.	4–48 pp.

Figure 6. Information materials objectives

Appendix J: Addressing Rumors and Misinformation

Derived from CERC Corner, U.S. Centers for Disease Control and Prevention, 2017,
https://emergency.cdc.gov/cerc/cerccorner/article_072216.asp

Most emergencies are susceptible to communication errors. Misunderstandings, mistrust, and simple mistakes may cause conflicting messaging to emerge. For risk communicators, it is important to understand when and how wrong messages should be corrected.

While many messaging errors might have little to no impact on people affected by an animal health emergency or zoonotic disease, some rumors and misinformation can be very destructive.

- Misunderstandings can cause confusion. People may not know what to do if they do not feel they have enough information or are unable to interpret the information that is available to them.
- Mistrust may make rumors seem reasonable. If people affected by an emergency do not trust your organization, they may not trust your advice. The public could believe incorrect information if they feel its source is more credible than you.
- Simple mistakes may account for other emergency errors. Oversights—including typos and lack of fact checking—may lead people to misread messaging.

Misleading communication might promote harmful behaviours that increase health risks. Inconsistent guidance can also undermine the credibility of your organization.

As a crisis communicator, you must know when and how to address these communication errors. While it may not be realistic to respond to every rumor, misinformation that can be damaging should be corrected. The following steps can help you address myths, rumors, and misconceptions:

- Monitor traditional and social media and conduct environmental scanning to identify possible misinformation.
- Dispel rumors by immediately providing accurate information through the channel that released the rumor (if possible) and broadly through other appropriate channels, including

  * News media

  * Facebook

  * Partner organizations

  * Print and website content disseminated by your organization

- Regularly update your Facebook pages, news media, and internet outlets with current information to help them avoid speculation.

If rumors persist and increase, create a compilation of misinformation and post a "Rumors Buster" of "Myth Busters" feature on Facebook that highlights correct information in response to 10 most persistent rumors. See example for WHO "Rumor Buster" on vaccine below.

Effective communication—including managing misinformation—can help reduce and prevent public health risks in emergency situations.

Example of a "Myth Busters" Feature from the World Health Organization

Derived from "10 Rumours about Vaccinations"

https://howtobehealth.net/2018/06/08/world-health-organization-ten-rumors-about-vaccines/

Myth 1: The improvement of personal hygiene and sanitation can keep away from disease and there is no need for vaccination. Wrong.

WHO said that while improving personal hygiene, washing hands and using clean drinking water can protect people from infectious diseases, many infectious diseases could still be spread no matter how clean the environment is. If not vaccinated, some already uncommon diseases such as polio and measles will quickly reappear.

Myth 2: Vaccines still have a number of harmful long-term side effects that are unknown, and vaccination can even cause death. Wrong.

WHO said that the vaccine is very safe. Most reactions to the vaccine, such as arm pain or mild fever, are usually mild and temporary, and serious health problems are extremely rare. The benefits of vaccines far outweigh the risks; without vaccines, there will be more injuries and deaths.

Myth 3: The combined vaccine against diphtheria, tetanus, and whooping cough and the vaccine against polio can cause sudden death in newborns. Wrong.

The WHO stated that there is no causal link between the use of vaccines and the sudden death of newborn infants, but the two may coincide exactly at the same time, which is an occasional relationship. Do not forget that these four diseases are fatal, and infants who are not vaccinated will face a great risk of death or severe disability.

Myth 4: Vaccine-preventable diseases have almost been eliminated in my country, so there is no need to vaccinate. Wrong.

WHO said that although vaccine-preventable diseases are not common in many countries, the infectious agents that cause these diseases are still spreading in certain parts of the world. For example, in Western Europe, the measles epidemic has occurred in 2005 in Austria, Belgium, Denmark, France, Germany, Italy, Spain, Switzerland and the United Kingdom. Individuals should do their part in public health through vaccination.

Myth 5: Some vaccine-preventable childhood diseases are unfortunate but inevitable. Wrong.

WHO said that vaccine-preventable diseases are not "unavoidable." Diseases such as measles, mumps and rubella are not only severe, but can also cause serious complications in children and adults. These diseases and related pain can be avoided by vaccination. If not vaccinated, children will be vulnerable to disease.

Myth 6: Children who vaccinate more than one vaccine at a time increase the risk of harmful side effects and overload the child's immune system. Wrong.

WHO said that scientific evidence shows that at the same time inoculation of several vaccines will not cause adverse reactions to children's immune system. Children's exposure to antigens is normal, and the number of antigens a child encounters due to a common cold or sore throat far exceeds the

number of antigens exposed during the vaccination process. One of the benefits of having several vaccines at once is that they can go to hospitals less, saving time and money.

Myth 7: Flu is just a problem, and the vaccine is not necessarily effective. Wrong.

WHO said that the flu is not just a matter of trouble. It is a serious disease that kills 300,000 to 500,000 people each year worldwide. Pregnant women, young children, elderly people with poor health conditions, and people with chronic diseases such as asthma or heart disease are at greater risk of serious infections and death threats. Flu vaccine can help people reduce the risk of colds, save medical expenses and other losses.

Myth 8: It is better to obtain immunity through the disease than through the vaccine. Wrong.

WHO said that the immune response generated by the interaction of the vaccine and the immune system is similar to that produced by natural infections, but the vaccine does not cause disease and does not pose a threat to potential complications. In contrast, immunization through natural infections can be costly. For example, rubella can cause birth defects, hepatitis B virus can cause liver cancer, and measles can cause death.

Myth 9: The vaccine contains mercury and is very dangerous. Wrong.

WHO stated that thimerosal is a mercury-containing organic compound that is widely added as a preservative to certain vaccines. There is no evidence that thimerosal use in vaccines poses a threat to health.

Myth 10: The vaccine causes autism. Wrong.

WHO said that a 1998 study triggered concerns about the possible link between the "measles-mumps-rubella vaccine" and autism, but the study was later confirmed to have serious errors. The magazine also retracted it. Unfortunately, the paper triggered a panic that led to a drop in the vaccine vaccination rate and related epidemics.

Appendix P: Risk Communication Team Terms of Reference

LBVD's Risk Communication Team works with representatives from authorities from other Departments and Ministries involved in planning, coordinating, implementing and monitoring communications activities. The Team and its work with other authorities serves several purposes:

- Establishing strong working and collaboration relations between stakeholders *before* any crisis occurs. → **Facilitates collaboration *during* crisis.**

- Strengthening routine communications for animal health. → **Builds population resilience against animal health threats.**

- Ensuring well-coordinated and immediate communication response. → **Prevents the situation from developing into a crisis or mitigates its negative impact.**

- Building an understanding of each other's areas of work. → **Facilitates better utilization of each other's strengths.**

Suggested elements in Terms of Reference

The Terms of Reference for an LBVD Risk Communication Team and the inter-ministerial communication coordinating group may include the following elements:

- Background
- Vision
- Objectives
- Functions
- Functions in case of an animal health event or crisis
- Membership
- Structure
- Operating procedures
- Chair: Terms of Reference
- Secretariat: Terms of Reference

Notes

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