SECOND REAL TIME EVALUATION OF FAO'S WORK ON HIGHLY PATHOGENIC AVIAN INFLUENZA: REGIONAL WORKSHOP FOR AFRICA

AFRICAN STAKEHOLDER'S MEETING HELD AT SAFARI PARK HOTEL, NAIROBI, KENYA 26TH AND 27TH OCTOBER 2009

Introduction

The workshop took place over a day and a half, preceded by a half day of closed discussion between the independent evaluation team members and FAO staff. During the closed discussion, FAO participants discussed with the evaluation team selected issues that had emerged during the team's visits to Nigeria, Cote D'Ivoire and Egypt, and to the regional ECTAD units in Bamako and Nairobi. A check-list was used to review FAO's roles and the quality, relevance and timeliness of its contributions to HPAI preparedness and responses in Africa. The review team focused on the countries that they had visited as part of the RTE in Africa, and FAO participants commented on observations made by the team, and complemented these with information from other countries in the region with which they were familiar.

The workshop proper started after lunch on the first day when the non-FAO participants joined the group. After an official opening by the FAO Representative in Kenya, and an introduction to the background to the RTE and process to be followed over the next day and a half, participants went straight into group work. Participants were allocated amongst two FAO and two non-FAO staff groups.

Task for the two FAO groups: *building on this morning's discussions, tease out up to 10 key issues to be taken forward for discussion tomorrow; issues that are essential to the consolidation of work on HPAI, major gaps, opportunities, etc*

Task for the two non-FAO groups: *identify the five major constraints, as of today, to HPAI preparedness and responses, using as a starting point the following list but adding to it as needed*:

- Avian flu awareness at different levels
- National and regional preparedness strategies
- Surveillance mechanisms
- Laboratory capacity
- Vaccination strategies
- Biosecurity strategies for different sectors
- Culling and compensation strategies
- Outbreak traceback strategies and procedures
- Risk-based surveillance and response strategies
- Targeted communications strategies for interventions
- Planning, oversight and coordination between key stakeholders
- Private poultry sector engagement

Group work outputs: *the issues/constraints*

Non-FAO group 1

Additional points to be added to the list presented:

1. link to human health
2. vet services governance
3. PVS outcomes (GAP analysis) should guide funding
4. sustainability: exit strategy from HPAI towards TADS
5. absence of vet services at grassroots level

5 major constraints (not in order):

- outbreak traceback /traceforward strategies and procedures & risk-based surveillance and response strategies
- public-private partnerships: capacity building, training
- vet services governance (PVS)
- sustainability (exit strategy) post- HPAI funding
- biosecurity strategies for village poultry (sector 4)

Non-FAO group 2

5 priorities (in order)

- biosecurity – failure to implement at field level (farm, market, transport)
- surveillance: not risk-based; no actual surveillance activities; low involvement of private sector; lack of funding/operation
- partnership: weak public-private partnerships in poultry health sector
- culling and compensation: lack of funding; questionable guidelines/protocols; mistrust/cooperation low
- awareness/ communication: decreased interest; shift to H1NI; decrease in public vigilance

FAO group 1 (in no particular order of importance)

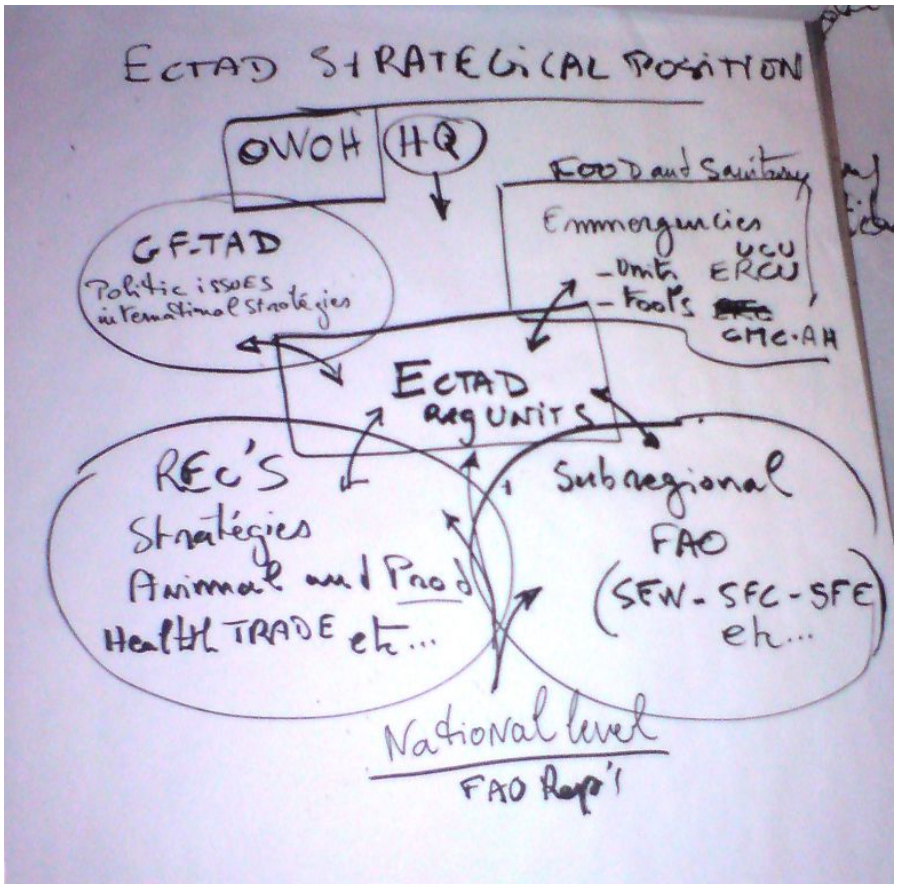
Achievements made by FAO /areas for consolidation:

- strengthening the capacity of vet services (overall)
- laboratory capacity and networking
- epidemiology units capacity (risk analysis; tools; simulations)
- preparedness and response planning
- partnership and networks
- biosecurity (production and uptake)

Gaps:

- sustainability: funding; anchoring institutionalisation of ECTAD outputs into national systems/budgetary allocations; outputs
- communications and public awareness: institutionalisation; assessment of impacts
- influencing national and regional animal health policies
- streamlining within FAO institutional arrangements

Schematic diagram of ECTAD's strategic position prepared by FAO group 1:



FAO group 2

- Our partners should tell us what our achievements are, not us
- Issues: some are weakness, for other changes are in progress

1. **Monitoring & Evaluation:**
    - measuring impact
    - sustainability of outcomes
    - national partnership ownership
    - validation of database
2. **Partnership: lots of partners**
    - one world, one health

- collaboration with RECs
- operationalizing the relationship between AU-IBAR, OIE and FAO
- relationship with national institutions for sustainability purposes

3. **Sustainability of ECTAD;**
    - align ECTAD to FAO Strategic Objective I;
        - preparedness
        - response
        - transition from emergency to development
    - funding strategy (relationship between animal health and livelihood)
    - ECTAD as a structure with minimal critical size with multidisciplinary team within one FAO vision/structure
    - improve procedures, i.e. procurement
    - increase portfolio to other TADs and food security disease prioritization

Main points arising from ensuing discussion:

It was felt that saying that 'no surveillance was occurring', as reported by one of the working groups, was too strong a statement, although it was agreed that the level of surveillance varied between countries.

In Southern Africa, for example, there is both active and passive surveillance at high-risk points such as large water bodies, border points, etc. Where possible, surveillance activities are linked to Newcastle disease vaccination to provide an incentive for compliance. This surveillance is also looking for low pathogenic avian influenza strains.

Countries which have not had HPAI outbreaks tend to have less funding for surveillance operations.

In Egypt it was noted that failure to provide any subsequent response acted as a disincentive for surveillance.

Differential pricing of poultry across national borders acted as an incentive for local people to transport birds to neighbouring countries.

There was an opportunity to use OIE's PVS tool: could peg achievements in relation to HPAI to country's improvements in relevant PVS scores.

There is a clear need to spell out the role and mandate of the RAHCs.

RAHCs can be mandated by RECs to carry out specific functions on their behalf, for which they lack the capacity.

HPAI can be viewed as a 'blessing': it has brought benefits in terms of improved laboratories, begun to instil a culture of biosecurity, enhanced communications etc.

But in most countries and in most sectors, the biosecurity status is 'business as usual', i.e. there has been no substantive improvement.

In regard to sustainability, cost-effectiveness of measures is very important.

For effective partnerships, need effective coordination of activities at all levels.

Syntheses of group work outputs

These raw group outputs were synthesized overnight by the workshop facilitators and RTE team. Four key issues and three cross-cutting issues emerged (see below). These were used to form the basis of the next stage of group work, which focused on what needs to be done to build on the work achieved by FAO and others in enhancing HPAI preparedness and response capacities, both for HPAI, broader disease surveillance and pandemic preparedness. This next step focussed on the *what* (the step after this considered the *how* and the *who*).

Four groups, each made up of mixed FAO and non-FAO participants, considered *what* needs to be done to address these issues: two groups tackled issues 1 and 3 (see below), and two groups tackled 2 and 4, and all groups were asked to consider the following cross-cutting issues: gender, communications and the environment.

What needs to be done?

1. **BIOSECURITY.** How can biosecurity measures be realistically and sustainably improved along the key poultry value chains, in particularly those involving sectors 3 and 4?
2. **PRIVATE SECTOR ENGAGEMENT.** What measures need to be taken to foster functional, mutually beneficial and economically viable partnerships between public veterinary services and
    a) Large, medium and small scale poultry producers
    b) Private animal health service providers?
3. **SUSTAINABILITY.** How can appropriate levels of awareness, preparedness and response capacity be maintained to respond to animal diseases which threaten human health and livelihoods?
4. **LESSONS LEARNED.** What are the key lessons emerging from the HPAI projects, and how can these be captured, shared and applied to influence improved policies and practices for sustainable disease control in a broad development context?

Cross-cutting issues: Gender, environment and communication

Group work outputs: *the what*

BIOSECURITY: Group 1

Sector 3:

Production:

- physical isolation
- time barrier
- effective footbath
- effective cleaning
- movement limitation (within and between farms)
- clan water and feed

Transportation:

- clean formites (vehicles etc)
- avoid recycling

- control movement of vehicles on farm

Markets:

- section the market (compartments) to allow cleaning
- linking biosecurity to the hygiene of products: food safety
- separation of wet markets

Processing:

- encourage slaughter slop with water and disposal facilities

Sector 4:

- isolate birds from markets and new birds
- avoid wooden crates: use metal or plastic
- education, education, education:
    - rely on women's association
    - teach about hygiene
    - link waste disposal to environmental and waste disposal
    - Farmer Field School: farmers try out measure and judge for themselves the benefits, including increased profitability
- simple clear messages

BIOSECURITY: Group 2

Definition: key words- exclusion/containment at appropriate levels

Measures:

1. Critical biosecurity gap analysis sectors 3 and 4
2. Develop biosecurity guidelines and SOPs
3. Develop and implement communication strategy;
    - key messages
    - target audiences: gender, environment, behaviour change
    - awareness
4. Develop and implement biosecurity audits:
    - fine-tuning and reinforcement

Gap analysis:

- marketing chains
- husbandry
- mindset/culture
- gender
- processing
- transportation

SUSTAINABILITY: Group 1

- Link capacity to profit
- Maintain institutional capacity:
    - public partnerships – MoL, MoH
    - PPP
    - link vet work to trade and food security
- well defined exit strategy: life cycle of projects getting shorter and shorter: when design a project, need to think what the exit strategy is and what happens after the project is gone.
- to think what the exit strategy is and what happens after the project is gone.

SUSTAINABILITY: Group 2

1. Joint teams multi-disciplinary approach
2. Continuous education, awareness and advocacy (e.g. at political level)
3. Bottom-up approach to ensure ownership at grassroots level
4. Institutionalisation of private and public sectors
5. Institutional capacity:
    - retention of critical mass
    - adequate budget
    - appropriate work environment (structure, work culture, etc)

PRIVATE SECTOR ENGAGEMENT: Group 3

Understand roles and responsibilities in HPAI epidemiology of private and public sectors:

Public

- Define policy and legal framework
- Define collaborative structure within the framework
- Provide public infrastructure for marketing and processing
- Create public-private awareness
- enforcement of legal framework
- Promote establishment of stakeholder associations
- Provide microcredit
- Provide quick and free diagnostic
- Provide continuous education on emerging disease to private animal health service providers
- Sub-contract private vet for vaccination

Private:

- Form associations
- Create public awareness

- Contribute to public infrastructure

PRIVATE SECTOR ENGAGEMENT: Group 4

- impact of biosecurity on incomes should be measured and made clear to farmers
- how to access credit?
- make bigger picture clearer (threat to sector 1 and 2 still there if disease in 3 and 4
- give producers greater role in compensation and certification
- link HPAI to ND activities to ensure cooperation

LESSONS LEARNED: Group 3

1. Benefits of multi-sectoral partnerships: animal-human health; ministries-NGOs...
    - already applied for other diseases
2. Communication is a critical disease control tool
    - proper communication and strategy can avoid economic losses
3. Socio-economic data is an important tool for disease control advocacy
    - more data needed
    - mainstreaming results within departments
4. Limitation of single disease effort;
    - integrated disease control approach
5. Building diagnostic networks give direct benefits on disease control, but raise the issue of sustainability
    - need governments commitment to share information and support their structures

LESSON LEARNED: Group 4

Awareness:

-ve

- animal health specialists inadequately involved
- communication methodology not strictly followed – no pre-testing
- messages not disseminated to grassroots
- no publicity on policies
- messages stress human health at the expense of animal health

+ve

- awareness improves in crisis – socio-economics
- journalists/scientists collaboration
- risky behaviours identified
- inter-institutional collaboration

Preparedness:

+ve

- preparedness plans developed, operationalized
- adequately and timely compensation, sustainability challenge
- national compensation plans for other diseases
- border control, traceability, biosecurity, surveillance and prevention

-ve

- no emergency funds
- plans not operationalized
- endorsement by local governments

Response

- sample collection possible
- command chain critical:
- culling/stamping out
- compensation plans, communication to farmers
- collaboration between medics and vets
- Livestock insurance, micro-credit- plough back taxes from poultry

The main points to emerge from the following discussions were:

Linking biosecurity measures to profitability can be done by encouraging experimentation at farm level, e.g. through Farmer Field School or similar approaches: farmers can determine for themselves whether some biosecurity measures also improve profitability

Women who process and sell poultry should be trained in biosecurity measures

Care is needed in disposal of waste from poultry processing and marketing

The real challenge is to communicate the biosecurity measures to the appropriate risk groups

Need to carry out a census of sector 4 poultry: important to respond to the actual risks on the ground affecting farmers, traders, etc and to use the appropriate tools to respond to these risks

It is unrealistic to expect a woman selling one chicken to invest in a plastic transport cage to take it to market, but traders dealing in many birds might

There is little or no information on the role of cages in HPAI virus transmission. The issue is actually about cleaning, not the cage material

In Togo, an HPAI outbreak was traced to movement of eggs, and in Nigeria an outbreak was caused by movement of chickens in cages

On biosecurity you should respect what the poultry keepers already knows: listen to the community first and then see if you can improve on the situation on the ground

We don't understand sector 4 enough to restructure it. Study sector 4 first to understand it, and then suggest practical measures

We still lack even the basic statistics of poultry populations

How can we target live bird traders? Through associations, by providing credit etc

Lots of biosecurity guidelines have already been developed and they are at different levels, but assessments have not been done. But we are not starting from zero

The solution to creating a bigger role for the private sector lies in having functional producer groups

With regard to biosecurity it would be good to generate evidence of additional benefits, including for other diseases

For public-private partnerships there is currently a huge gap. We need to create a platform for dialogue: currently there is mistrust between the parties. It is necessary to identify their respective needs from each other and to deliver mutual benefits to both parties

Very few people present at this and other similar meetings are from the private sector: the balance between representation of the public and private sectors needs to improve closer to parity

The OIE should invite the private sector to help develop standards

Interventions developed without the private sector tend to fail: they should be involved from the design phase onwards

In West Africa, the private poultry industry has been deeply involved in intervention design, compensation etc. Good communication is the key

Regarding sustainability it is important to know who benefits from whatever we are doing. Socio-economists need to work out the costs and benefits and show how these are distributed – so people understand why they should be involved

Synthesis of group work outputs by facilitators and RTE team

BIOSECURITY

- Critical biosecurity gap analysis
- Develop biosecurity guidelines & SOPs
- Develop & implement communication strategy
  - Key messages
  - Target audiences; gender, environment behaviour change
  - Awareness
  - Approaches (e.g. farmer field schools, etc)
- Develop & implement biosecurity audits
  - Fine tuning & reinforcement

LESSONS LEARNED

- Promote multisectoral partnerships (animal/human health, ministries/NGOs, etc)
- Exploit various communications tools and approaches
- Seek stronger socioeconomic impact tools that identify benefits (evidence base) to different partners: advocacy & impact (including biosecurity)
- Adopt multiple disease control approach, not single

- Exploit new diagnostic and epidemiology networks as services to private sector
  - Need for government commitment
- Compilation & sharing of lessons across countries, regions, etc

PRIVATE SECTOR ENGAGEMENT

- Define public & private sector roles and responsibilities (including legal framework): incentives to dance together
- Promote establishment of stakeholder associations
- Access to credit, insurance schemes, etc.
- Articulate the joint responsibility better; corporate social responsibility?
- Link HPAI to Newcastle disease to ensure cooperation & demand
- Greater role for producers in compensation & certification

SUSTAINABILITY

- Establish and articulate different markets for animal health services (market access, vulnerability, food security)
- Diversify products emerging
- Define needs at grass roots level to ensure ownership and demand driven
- Institutionalize the private sector interface with key identified marketable preparedness and response products
- Provide continuing education and network capacity for staff and clients
- Develop a well defined exit strategy
- Incorporate the lessons learned

Group work task: *The How and the Who*

Two FAO groups consider *what is the role of FAO in these activities* while two non-FAO groups consider *how can it be done and by whom, with consideration of the potential roles of FAO*?

Group work outputs

Non-FAO groups consider how can it be done and by whom, with consideration of the potential roles of FAO?

BIOSECURITY

1. Critical biosecurity gaps:
   - develop guidelines
   - in-depth analysis along value chains

   Who: Governments, FAO and others, STOP AI (pilot)
2. Develop guidelines and SOPs
   - collate existing guides

- re-adapt to meet local situations

Who: FAO, OIE, AU-IBAR

3. Develop and implement communications strategy:
    - existing strategies
    - repackaged: ownership, gender, ethnicity/fitness

    Who: government, FAO, UNICEF, etc
4. Develop/implement biosecurity audit mechanisms/guidelines

    Who: stakeholders with development partners support

PRIVATE SECTOR

Central role for farmer/stakeholder associations

- Public sector roles: lead in policy and ensure involvement of sector 3 and 4
- Private sector: lead on dialogue
- Credit and insurance schemes: differs per country; ideally grassroots level; often cooperatives are solutions
    - roles: banks, farmers associations, cooperatives, FAO – facilitating role in assessing risk of different activities
- corporate social responsibility: role – large-scale farmers; how – could support training
- link HPAI to ND (other poultry diseases): multi-disease approach; role RECs, FAO, OIE
- Compensation: stakeholders associations; certification- follow OIE guidelines

SUSTAINABILITY

- Establish and articulate different markets for animal health services: clear regulations, licensing and regulation of vets; in some countries CAHWs under supervision of vets. Role = private sector
- Diversify products emerging: role - private sector (pharmaceutical companies, GALVmed, feed companies)
- Needs will be driven by stakeholders: use participatory rural appraisal techniques to involve community
- Develop exit strategy: role – all stakeholders; FAO-in project drafting stage

LESSONS LEARNED

1. Multisectoral partnerships:
    - integrated national disaster management strategy/policy (enactment)
    - co-implementation of activities
    - multisectoral taskforces/committees (regular meetings)
    - incorporation in school curricula

    Who: governments
2. Communications tools and approaches for the above

Who: FAO, donors

3. Strengthen socio-economic impact tools: studies and assessments

   Who: FAO, ILRI, IFPRI, AU-IBAR, governments

4. Multiple disease approaches:
   - contingency planning (generic and disease specific)
   - associate other diseases in funded activities (piggy backing)

   Who: FAO, governments

5. Diagnostic and epidemiology networks:
   - incorporate private sector in existing networks/reporting systems
   - training

   Who: government

6. Compilation/sharing lessons:
   - workshops
   - cross-border collaboration/meetings
   - strength of RECs

   Who: FAO, AU-IBAR, RECs

FAO Groups: what is the role of FAO in these activities?

BIOSECURITY

1. Provision of relevant technical and backstopping expertise support
2. Reviewing, testing, updating and validating already produced guidelines and SOPs
3. Resource mobilization and advocacy
4. Harmonization and coordination of activities of various players
5. In collaboration with other partners, provide technical support to develop effective communicate strategy for biosecurity
6. Assist member countries to develop baseline biosecurity audit protocols

PRIVATE SECTOR

1. Define roles/responsibilities in reference to service delivery (biosecurity, surveillance, markets)
2. Evidence-based studies to support: legal framework, policy framework, quality control and standards
3. Advocacy and support for legal and policy framework based on international standards
4. Facilitate relationships between public and private sectors through meetings, e.g. social responsibility
5. Promote associations at regional and national levels
6. Access to credit/insurance schemes:
   - feasibility study on possibilities

- link credit providers/producers through meetings
- risk assessment studies, e.g. insurance

7. Link with HPAI:
    - gains on HPAI work, e.g. disease diagnosis
8. Compensation feasibility studies/advocacy

SUSTAINABILITY

1. Role in articulating the drivers; primary mandate
2. Diversification: technology diversification, e.g. diseases; capacity building
3. Needs at local level: ownership, PA, CBA
4. CE/network in collaboration with governments
5. Projects to contribute to long term strategy
6. Lessons learned: weakness/gaps; strengths

LESSONS LEARNED

1. Take leading role for multi-sectoral partnerships in the context of OWOH
2. Reviewing and streamlining existing communication tools and dissemination
3. Advocate for multiple disease prevention and control strategies
4. Play a lead role for the promotion and adoption of socio-economic impact tools to influence evidence-based policy decision making
5. Consolidate the already started institutional capacity building efforts in epi units, diagnosis etc in collaboration with relevant partners
6. Provide suitable platform for information and knowledge sharing on best biosecurity practices

The main points to emerge from the following discussions were:

Regarding CSR, need to make case that measures are in the companies' long-term self-interest, e.g. protecting their own biosecurity by helping neighbouring small-scale farmers

One way to encourage companies to participate more would be for governments to provide incentives, e.g. tax breaks

Pharmaceutical companies have their own structure to reach producers at all levels. These same structures can be used to deliver biosecurity messages. Large poultry companies want to get rid of HPAI as they are amongst the main losers – they are therefore happy to collaborate and cooperate

Private companies know where their markets and interest lie: is it the role of government or FAO to interfere and help them to make more money 'to help the poor'

Implementation should be left to national partners with FAO backstopping and addressing areas where they enjoy comparative advantage, e.g. in lesson sharing

FAO has already adopted a multiple rather than a single disease approach, but donors have driven the focus on HPAI alone

When implementing any activity, e.g. training, other diseases should also be taken into consideration

Veterinary- medical partnerships have improved over past 10 years or so, so there is no need for FAO to lead on this

There are similarities between sector 4 for HPAI and other diseases affecting the poor, e.g. PPR and ASF. Biosecurity measures developed for HPAI could be expanded and adapted for other diseases. This fits with a multiple disease approach and is also more acceptable at village level

In Nigeria, screening is simultaneously carried out for HPAI and for other likely diseases such as Newcastle disease

Shouldn't give too many responsibilities to FAO - there are many other players. To ensure capacity building, at some point there should be takeover by national and regional bodies. Technical guidance should be provided by FAO, but leadership should come from national governments

At country level it is easy to get confused which international organization is responsible for what

For FAO, support and facilitate are the key words

In West Africa, ECOWAS is an important organization for advocacy to effect change. Countries have sense of belonging to ECOWAS, more so than FAO. So, FAO should work closely with ECOWAS

FAO aware of usefulness of RECs in advocacy processes –which ultimately will be coordinated by a continental body such as IBAR with technical backstopping by FAO

The facilitator and leader of the RTE team summed up the previous two days

The workshops outputs will contribute tremendously to the on-going evaluation, so thank you to all the participants.

The final session revealed some interesting differences in perceptions as to the roles of FAO. In general the non-FAO groups saw greater roles for national bodies and RECs in the implementation of follow-up actions, and limited roles for FAO. The FAO groups saw a much wider range of roles for FAO. The importance of RECs and of developing national capacities emerged strongly. The FAO groups advocated well for FAO's role - which is healthy - and this was tempered and balanced by the non-FAO participants.

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Second Real Time Evaluation of FAO's work on Highly Pathogenic Avian Influenza

26 - 27 October 2009 - Safari Park Hotel - Nairobi, Kenya