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Animal

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June 2013

REPORT OF THE TWELFTH MEETING OF THE OIE ANIMAL WELFARE WORKING GROUP

Paris (France), 18–20 June 2013

On behalf of Dr Bernard Vallat, OIE Director General, Dr Alex Thiermann President of the Terrestrial Animal Health Standards Commission (Code Commission) and Dr Derek Belton, Head of the International Trade Department, welcomed members and participants to the meeting of the Animal Welfare Working Group (AWWG). Dr Belton welcomed Dr Jacques Servièrè, as newly appointed representative of the International Meat Secretariat (IMS).

The meeting was also attended by Dr Bernard Vallat, Director General of the OIE.

The list of participants and the adopted agenda are attached as Annex 1 and 2

1. Working Group 11th meeting report and agreed actions; informal meeting at General Session; teleconferences

The Working Group noted the report of the previous meeting, as well as the minutes of the teleconferences and the informal meeting, held at the General Session.

The approach taken to progress the agreed annual work programme, i.e. regular teleconferences; a side-meeting during the General Session; and electronic exchange and regular review of a list of agreed actions, was noted and considered to be very effective.

It was agreed that OIE Headquarters, through the AWWG Secretariat, would continue to be responsible for the programming of teleconferences and informal meetings, as well as ensuring updates of the work programme and agreed actions.

2. OIE 81st General Session 2013 outcomes

The AWWG acknowledged the adoption of Chapter 7.10 'Animal Welfare and Broiler Chickens Production Systems'. The Working Group also noted the publication of the Veterinary Education Core Curriculum OIE Guidelines.

Dr Marosi Molomo expressed the interest and need for further PVS missions in Africa, and indicated the lack of understanding amongst African countries on how the process works. In reply, Dr Thiermann explained the PVS Pathway, particularly mentioning that according to the results of the Gap Analysis, there are several ways to address the weaknesses identified, through missions focused on the capacity building and specific activities and projects in key areas such as: legislation, laboratories, veterinary education and public/private partnerships (<http://www.oie.int/en/support-to-oie-members/pvs-pathway/>).

3. Report of the Working Group on Animal Production Food Safety and Wildlife Diseases

The AWWG noted the reports of the Working Group on Animal Production Food Safety and of the Working Group on Wildlife, and observed the value of industry representatives' participation within the AWWG.

4. Addressing Member Countries Comments

Chapter 7.X Animal Welfare and Dairy Cattle Production Systems

The AWWG noted the draft chapter and congratulated the *ad hoc* group for its performance.

The AWWG also noted all the comments made by OIE Member countries on the draft chapter. Although many comments are complimentary, there are conflicting comments. Considering the volume and variety of comments and scientific references provided by Members, the Working Group recommended the OIE reconvene the *ad hoc* Group to address all technical comments received.

The AWWG also decided to provide a document with some specific recommendations for the *ad hoc* group.

Dr Vallat agreed with the approach taken by the AWWG, and emphasised the need to produce a standard that can be applied in all OIE Member Countries.

5. OIE Collaborating Centres (CC)

The CC, along with the AWWG suggested the OIE develop a place on its website, where documents, relevant links and useful guidelines can be shared. Furthermore, the CC committed to be proactive in identifying key research papers to feed this proposed section of the website.

The AWWG also agreed to ask the OIE to develop a page on its website where, all References from the OIE Chapters of Section 7 on Animal Welfare can be filed when they are deleted from the chapters following their adoption.

The New Zealand-Australia CC offered to provide the OIE with feedback for refinement of the guideline on Twinning Programmes specific to Animal Welfare.

Joint meeting with the Collaborating Centres

- **CC from New-Zealand/Australia**

Dr Peter Thornber spoke about some of the key points in the 2012 annual report of the OIE Collaborating Centre for Animal Welfare Science and Bioethical Analysis. The focus of work has been to finalise a twinning application with University Putra, Malaysia, coordinate an OIE Scientific and Technical Review [Vol 33 (1), April 2014 entitled 'Animal Welfare: focusing on the future'], and work on a pilot residential training course on animal welfare concepts and implementation of the OIE animal welfare standards. A questionnaire has been sent to regional animal welfare focal points to understand priority training needs ahead of finalising the 1-week training program. The Collaborating Centre is working cooperatively with WSPA and the International Society for Applied Ethology who are also running training programmes. It is hoped that a pilot training course will be held in Bangkok in late 2013 or 2014.

In relation to the twinning application, Dr Thornber noted the process had been more complicated and taken considerably more time than originally envisaged. Ultimately the OIE endorsed the proposal as a 'cooperation project'. He reminded the meeting that there is still no twinning template available on the OIE website for animal welfare twinning projects, and this was one of the complicating factors that the applicants had had to deal with.

Six funding partners will now fund the project (Australian Government \$US40,000; New Zealand Government \$US40,000; Malaysian Government \$US40,000; European Commission \$US40,000; World Society for the Protection of Animals \$US40,000 and University Putra \$US4,000). Funds will be managed through a special account at the University of Queensland (UQ), Australia. The UQ will provide regular audit reports to funding partners on the use of funds for agreed activities.

In light of this experience, Dr Thornber indicated that the Australia and New Zealand partners of the collaborating centre would be willing to assist OIE Headquarters to develop a guideline for future applicants.

- **CC from Italy**

Dr Lindsay Matthews mentioned that the CC is participating in the organisation of the Animal Health and Welfare ERA-net (www.anihwa.eu) and that the institute is developing a new facility for research and housing suited to a range of livestock species, to complement other facilities for laboratory and companion animals.

Dr Matthews gave an update on research and training activities. Current research projects include:

- Participation in an EFSA funded consortium to evaluate the usefulness of animal-based measures for quantitative risk assessment
- Use of laterality as a novel, objective and practical measure emotional reactivity in animals.
- Participation in an EU-funded consortium for the development of EU wide animal transport certification system and renovation of control posts in the European Union. Including investigation of the effects of journey time and rest stop durations on dehydration, fatigue and other measures of welfare.
- Shelter quality: innovative tools for the management of stray dog and cat populations including:
 - Quantitative model to describe stray dog populations
 - Protocols for welfare assessment of dogs in long-term shelters using animal based-measures
- Development of technological systems for dog and cat population control including:
 - Innovative contraceptive solutions for the domestic dog
 - New dog identification application for portable devices, and new architectural model for the Canine National Database.
 - Automated tool for assessing shelter dog behaviour and welfare using vision and pattern recognition
 - Welfare implications of emerging infectious diseases in cats
- Knowledge management

Dr Matthews mentioned the CC most successful initiatives on animal welfare, and explained that the intent is to implement them with a scalable and sustainable approach based on repeatable models. He added that these initiatives based in Europe and in third countries, and are being carried out in largely established networks. Some of them are appropriately delivered through web based systems and are intended to maximise the efforts of producing, developing, and disseminating science-based knowledge on animal welfare:

- www.sancotraining.izs.it: since 2007, the CC is managing the residential courses promoted by the DG SANCO, in the framework of the BTSF strategy/Europe. These courses will continue until 2016;
- production of eLearning modules on animal welfare at slaughter. The CC is the only provider of eLearning on veterinary issues for the European Commission;
- www.controlpost.eu: this site hosts two projects dedicated to the innovation and promotion of high quality control posts across Europe. The site hosts several tools for web based knowledge dissemination and a platform for eLearning
- www.callistoproject.eu: as an example of networking, knowledge dissemination and collaborative knowledge management;
- www.carodog.eu: as an example of multitasking and multidisciplinary platform.

- **CC from Chile- Mexico-Uruguay**

Dr Mariela Varas mentioned that resolution 32 proposing that the *Universidad Autónoma de México* join the Collaborating Centre had been adopted at the 81st General Session. An update on the work of the CC was provided and can be found in [Annex 3](#).

- **ILAR new Collaborating Centre on Laboratory animal welfare and science.**

Dr David Bayvel gave an update on the designation of the Institute for Laboratory Animal Research ILAR as a new OIE Collaborating Centre on Laboratory animal welfare and science (again as part of resolution 32 adopted at 81st General Session). An informal meeting was held with an ILAR representative at the 81st General Session to discuss potential activities. Key principles agreed were:

- That selected projects should, as far as possible, fit with both ILAR's and OIE's core functions and interests in order to increase feasibility and likelihood of success.
- The ILAR CC will adopt an inclusive approach, embracing partnership with other organisations and groups working in the field to enable the whole to be greater than the sum of the parts. These include the OIE *ad hoc* Group on Laboratory Animal Welfare and AWWG; ICLAS and IACLAM as well as relevant NGOs such as WSPA.

6. Working animals and disaster management: New OIE's approaches

The AWWG acknowledged the discussion papers written on these two topics by Dr Sarah Kahn, former Head of the OIE International Trade Department. Both papers can be found as [Annex 4](#) and [5](#) respectively.

- **Welfare of working animals**

Dr Sira Abdul Rahman introduced the subject by mentioning the OIE meeting that was held in Accra, Ghana, in March 2012, where the role and importance of working animals was discussed. Dr Rahman also recalled the FAO experts' meeting that was held in June 2011 in which he participated along with Dr Varas. Although the report of this meeting has not yet been published, he recalled that the meeting recommended OIE develop a specific standard on the welfare of working animals.

The AWWG Group discussed which species should be included in the scope, and agreed with the suggestions from Dr Kahn and Dr Rahman that the proposed standards should include: horses, donkeys, cattle, buffalo and camelidae initially and to consider other species later on. Given the excellent work that is readily available on the welfare of working equids (including donkeys), the AWWG recommended that an *ad hoc* group be established to develop a standard on working equids that could then also serve as a model for other working animal species which have not been the subject of such extensive study to date.

Dr Vallat noted the importance of having a clear understanding of which species of animals to include in the definition of working animals and supported the approach recommended by the AWWG.

- **Disaster management**

The Working Group acknowledged the need for guidance on the role of veterinary services during disaster management. They also recognised that the inclusion of new text in the *Terrestrial Code* for disaster management would enable assessment of veterinary services preparedness and performance in this field to be included under the PVS Pathway in the future.

Dr Molomo supported the development of clear guidelines that could be used by countries to ensure adequate investment by veterinary services in this field while Dr Thornber noted the important role of NGOs in disaster management. Dr Bayvel also highlighted the active involvement of WSPA in this topic, and noted the forthcoming FAO hosted experts meeting that is scheduled for the end of the year.

Dr Andrea Gavinelli indicated that the OIE CC in Teramo recently applied to be recognized by the Italian Ministry of Health as National Reference Centre for veterinary urban hygiene and disaster management

The Working Group acknowledged that in this field cooperation with other relevant disaster management entities is essential.

The recommendations of the meeting of the Regional Commission for the Americas in Barbados and the 3rd OIE Global Conference on Animal Welfare in Malaysia, both held in November 2012, were also noted; and the AWWG decided to advance work on this topic by:

- Utilising the Disaster Management session at the 13th Australasia/Oceania Commonwealth Veterinary Association (CVA) meeting, to be held on 2-6 September 2013 in Fiji to seek comment from relevant stakeholders with a view to the OIE taking a lead on this issue in relation to Veterinary Services involvement;
- Preparing a paper to be published in the *Veterinaria Italiana*, a quarterly peer-reviewed journal published by the CC Italy and indexed in the National Library of medicine's MEDLINE/Pubmed system, amongst other databases (http://www.izs.it/vet_italiana/authors.pdf);
- OIE headquarters drafting new text for inclusion in relevant chapters of the *Terrestrial Code* that reference Chapter 7.1 'Introduction to the recommendations for animal welfare', for consideration by the Code Commission, review by OIE Members and subsequent adoption by the World Assembly of Delegates according to the normal OIE standard setting process;
- That OIE headquarters subsequently appoint an *ad hoc* group of experts on animal welfare and health to review existing guidelines such as the LEGS (<http://www.livestock-emergency.net/>) and develop complementary international guidelines and principles to assist competent authorities improve their plans for animals in national emergencies, in liaison with NGOs, the private sector and the communities.

7. Animal Welfare Strategies

- RAWS: updates were provided for each region. The AWWG was concerned about, the lack of progress in the Region of Africa. Dr Vallat recommended that Dr Molomo including an item on the Agenda of the Regional Commission for Africa, for the OIE 82nd General Session that will be held in May 2014, in order to build support from the OIE Delegates of the region for development of a RAWS for Africa.
- Global animal welfare strategy: Dr Bayvel observed that, although the existing regional strategies were meant to address regional priorities, there may be a potential benefit in developing a global Animal Welfare Strategy that links the regional animal welfare strategies with the OIE Strategic Plan. Dr Vallat supported the request and noted that recommendations from the 3rd Global Conference and the current guidelines and standards must be respected. The AWWG agreed to create a subgroup to scope the possible content of a draft Global OIE Animal Welfare Strategy for consideration by the OIE.

8. Implementing OIE animal welfare standards

As discussed during the 11th AWWG meeting, the AWWG is aware of the challenges faced by OIE Members when implementing animal welfare standards. Acknowledging that there are a variety of pathways to implement OIE animal welfare standards, a subgroup of the AWWG drafted a paper working on the idea of using a tool box approach that may assist Member Countries implement OIE animal welfare standards.

Dr Thornber recalled the recommendation from the 3rd OIE Global Conference on Animal Welfare to assist countries with the implementation of OIE animal welfare Standards, and how that may be advanced through legislation, education and training. After discussion the AWWG recommended further use of animal welfare Focal Points Seminars to coordinate and identify existing successful approaches to OIE animal welfare standard implementation. It was agreed to advance these suggestions with the standards on transport and slaughter first, utilising the expertise of Dr Rastislav Kolesar and experience gained from the Improved Animal Welfare Programme (IAWP).

Dr Vallat recognised the usefulness of such an approach and pointed out that specific implementation tools that may develop would require effective quality control.

9. Other business

- **Improved Animal Welfare Programme**

Dr Kolesar provided a feedback on the IAWP, which started in June 2012, and is currently funded for the next two years. The purpose of the programme is to improve the welfare of animals intended for human consumption during their transport and slaughter in several Member Countries of the Asia-Pacific and Middle East regions via in-country capacity building i.e. training of trainers. Since October 2012, training interventions, including training workshops delivered by newly trained trainees to academics and other stakeholders, have been held in Indonesia, the Philippines and Turkey. The OIE training team has been strengthened recently in response to further demand, and it is expected that the number of trainers trained in OIE Member Countries will increase dramatically over the next 18 months (Dr Tomasz Grudnik joined the IAWP in June, and another appointee will join the team in September).

- **Re-organisation of animal welfare Chapters in the *Terrestrial Code***

At the 11th AWWG meeting, Dr Thiermann advised that some Member Countries had complained about the formatting of the animal welfare Chapters, particularly the difficulty of referencing paragraphs within lengthy articles instead of precise article, as can be done in most other chapters..

In liaison with an editorial expert, OIE Headquarters explored the possibilities of simplifying the existing text, and suggested the removal of the tables from Chapters 7.5 and 7.6. This modification was not supported by OIE Member Countries and the AWWG recommended keeping the tables. The AWWG did note there is disagreement on some of the specific content of Chapters 7.5 and 7.6, and suggested Dr Kolesar, review both chapters and recommend necessary amendments for consideration by the *Terrestrial Code* Commission and OIE Members according to the normal OIE standard setting process.

- **Analysis on humane killing methods for reptiles in the skin trade**

The AWWG welcomed and acknowledged the merit of the document developed by an Expert Panel convened by the Swiss Federal Veterinary Office. It recommended that the document also be reviewed by the Working Group on Wildlife, and recommended that the OIE publish this paper on its website pending further consideration of how this work may be referenced, adapted or included in the Code. The AWWG also suggested Swiss Federal Veterinary Office provide this material to the AWIN Science Hub (<http://www.animal-welfare-indicators.net>)

- **Update on ISO work on animal welfare technical specifications for food producing animals**

Dr François Gary, Mr Luc Mirabito and Dr Vincent Guyonnet updated the AWWG on the ISO process for development of an ISO technical specification on Animal Welfare for food-producing animals. (Dr Gary is Convenor of this ISO working group, Mr Mirabito and Dr Guyonnet are members of the drafting group, and OIE is an observer in this process), The scope and objectives of this work were agreed in February, and are expected to form the basis of a new work item proposal to be formally considered by ISO Technical Committee 34 later this year.

- **WSPA activities**

Dr Bayvel alerted the Working Group to the following projects and programmes of relevance:

- WSPA involvement in Regional Commission, Focal Point training and other meetings and conferences
- The development of a WSPA Global Veterinary Engagement Strategy
- ICFAW Involvement
- Disaster Management
- Humane Sustainable Agriculture
- Concepts in Animal Welfare education resource
- Rabies Vaccination

- Marine Debris Project
- Animal Protection Index
- Business Benchmarking for Animal Welfare
- Sentience Mosaic

He confirmed that WSPA is committed to consolidating, and further developing, its relationship with the OIE.

In addition to the availability of specific expertise, WSPA is hoping to be able make an annual contribution to the OIE Global Animal Health and Welfare Fund to enable it to respond immediately to OIE requests such as that recently received in relation to training needs in the Philippines.

- **AWIN**

Prof David Fraser reported back to the group on the 2nd AWIN (Animal Welfare Indicators) Conference. This project financed by the EU VII Framework Programme follows the Welfare Quality® project and covers species that were not covered by the WQ (sheep, goats, horses, donkeys and turkeys). It aims to develop, integrate and disseminate animal-based welfare indicators with an emphasis on pain assessment and pain recognition. It uses new indicators and hosts an Animal Welfare Science Hub to gather and share available information.

Prof. Fraser noted the potential for the Animal Welfare Science Hub to complement online resources on animal welfare made available by the OIE and the FAO, and that a discussion on the respective roles of the organisations would be helpful to promote cooperation and avoid duplication of efforts. He agreed to host an informal meeting in Prague in September at the time of the World Veterinary Congress (WVC), to bring together staff of the AWIN project with any available counterparts in OIE and FAO. It was agreed that members of the AWWG who are attending the WVC will participate at this informal meeting. Dr. Gavinelli will contact the FAO staff to invite them; and Dr. Rahman will act as a contact person to arrange a convenient date. OIE staff is welcome but are unlikely to attend because of other commitments.

- **Animal welfare and trade**

Dr Varas confirmed that the OIE, with the support of the EC will hold a Regional Conference on Animal Welfare and International Trade in October 2013 in Uruguay.

This meeting is planned to be held back to back with the programmed Seminar for OIE National Focal Points on Animal Welfare for the Americas and Europe regions.

10. Work programme 2013-2014

Members reviewed and updated the current work programme through to June 2014. The updated work programme will be provided to the September 2013 meeting of the Code Commission.

11. Dates of next meeting

It was agreed that the next full meeting of the AWWG will be held on 24-26 June 2014.

A Working Group teleconference will be scheduled in early January to provide input to the February and March meetings of the Terrestrial and Aquatic Animals Commissions.

.../Annexes

MEETING OF THE OIE WORKING GROUP ON ANIMAL WELFARE

Paris, 18–20 June 2013

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MEETING OF THE OIE WORKING GROUP ON ANIMAL WELFARE
Paris, 18–20 June 2013

Agenda

Introduction and priorities / Dr Belton and Dr Thiermann

Administrative arrangements / Dr Belton

19 June–2:00 pm to 3:00 pm: Joint Session with Representatives of OIE Animal Welfare Collaborating Centres

1. AWWG 11TH Meeting Report, agreed Actions, Informal Meeting at GS & Teleconferences
 2. OIE General Session 2013 Outcomes
 3. Report of the Working Groups on Food Safety and Wildlife Diseases
 4. Addressing Member Countries comments
 5. Collaborating Centres
 6. Working animals and disaster management: New OIE's approaches
 7. Animal Welfare Strategies
 - RAWs: update of the regions
 - Global animal welfare strategy
 8. Implementing OIE animal welfare standards
 9. Other Business
 - Improved Animal Welfare Programme
 - animal welfare Chapters organization
 - Analysis on humane killing methods for reptiles in the skin trade: actual state of play
 - Update on ISO work on animal welfare technical specifications
 - WSPA activities
 - AWIN
 - Animal welfare and trade
 10. Work programme 2013-2014
 11. Next Meeting
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**UPDATE ON THE WORK OF THE OIE COLLABORATING CENTER ON
ANIMAL WELFARE AND PRODUCTION SYSTEMS
OF THE AMERICAS (JUNE 2013)**

Stella Huertas, Facultad de Veterinaria-Universidad de la República, Montevideo, Uruguay. - Carmen Gallo, Facultad de Ciencias Veterinarias-Universidad Austral de Chile, Valdivia CHILE - Francisco Galindo, UNAM, Mexico.

1. Lines of research implementing in Uruguay - Studies on Human/animal interaction in Dairy Cattle (thesis finishing soon) - Handling of sheep at slaughterhouses (indicators at the lairage and the way to slaughter) - Handling and facilities for beef cattle at the North of Uruguay (survey of the producers') - A pilot research on the characterization of Stray dogs in Montevideo and Canelones, Uruguay (5 neighbors in total) - Assessing the sustainability and the relationship between Animal Welfare and silvopastoral systems in Uruguay. (just starting) - Effectiveness of the stunning as an indicator of animal welfare in slaughtered horses in Uruguay. (just starting)
2. Facilitation of the harmonization on animal welfare in the region - Continue working within the animal welfare group at the Minister of Livestock (Uruguay) - Keep contact with the UNIT (Uruguayan Institute of Technical Standards) in relation to the outlines of the ISO Technical Specification on Animal Welfare management. - Teleconference with Drs. Gallo, Galindo, Huertas and Luis Barcos from the OIE Regional Representation for the Americas to contribute with the implementation of the Regional Strategy on Animal Welfare.
3. Networking - Meeting with Drs. Gallo, Galindo and Huertas during the International workshop on animal welfare, 11-14 June Brazil, to discuss future work and collaborations. - Work together with partners of OIE CC with Dr. Mateus Paranhos, UNESP (Brazil) - Chile www.bienestaranimal.cl y Uruguay www.bienestaranimal.org.uy
4. Expert consultants at the disposal of the OIE - Dr. Huertas is part of the Animal Welfare Technical Group in Uruguay; the animal welfare working group at the Veterinary Faculty and the Animal Welfare Group at the Veterinary Medicine Association of Uruguay, among other groups. - Drs. Gallo & Tadich (Chile) and Huertas (UR) were invited to give talks in the "1st Event of Animal Welfare in Production Systems". University of Buenos Aires, Argentina (UBA) 16 of May 2013. - Permanent assistance to OUA (Uruguayan Organism of Accreditation) - Dr. Huertas was invited to give talks on Animal Welfare in a Tour through Colombia organized by FEDEGAN (Colombian Cattlemen Association) for the 50th Anniversary (May 2013). - Dr. Huertas was invited to give a talk on Animal Welfare in Expo Agrofuturo 2013, the biggest agricultural exposition held in Medellin, Colombia, May 2013.
5. Provision of scientific and technical training - Several training courses given to: truck drivers, personnel of slaughter houses and farmers in Uruguay and Chile (since Jan to May 2013). - Series of talks to students in Uruguay and Chile. Animal Welfare and Behavior (May 2013) at the Veterinary Faculty-University of the Republic, Uruguay. - Continuing Education Courses (Animal Welfare in Horses, Uruguay, May 2013). - The OIE CC group of Uruguay participates at the EXPOMELILLA 2013, May 11-15, an agricultural exposition of animal and technology. The AWCC group gave conferences every day, gave training to personnel of the organization involved with animals and a tent were given to offer information and brochures related to animal welfare to producers and general public.
 - a. Dissemination through media: - Dr. Huertas gave a series of talks on Animal Welfare on production systems on the radio (Radio Rural) during April-May 2013. - Dr. Vila gave a series of talks on Animal Welfare in horses and Radio Cristal - Dr. Huertas gave a series of talks on Animal Welfare on production systems on the TV Channel (Cerro Rural) during April-May 2013.
 - b. Assistance to congresses - Assistance to 47th International Society for Applied Ethology Congress, 2-6 June in Florianópolis, Brazil to present two posters: "Play behaviour and used space of dairy and beef calves living in a semi-natural environment" and "Observational study of the presence and characteristics of bruises in cattle carcasses at the slaughter" of research took care on behalf the OIE CC. - Drs. Gallo, Huertas and Galindo assisted to the International Workshop on Farm Animal Welfare, June 11-14 2013, Brazil, contributed with the organizers giving talks and moderated round tables.
6. Organization of scientific meetings in the country - The OIE CC group of Uruguay organizes the visit of Prof Neville Gregory from UK, (15 to 18 April 2013) giving courses theoretical and practical at the slaughter houses to official vets and private vets working at the industry.

Annex 3 (contd)

- a. The OIE CC group of Uruguay receives the visit of Drs. Jeff Rushen and Anne Ma de Passille from Canada (May 31, 2013), giving the talk: “Bienestar Animal y Comportamiento de Animales de Produccion Ultimos Avances e Investigaciones” (Animal Welfare and Animal production Behaviour: Latest advances on research).
 - b. Collaborating in the organization of the next meeting OIE REGIONAL CONFERENCE ON ANIMAL WELFARE AND TRADE, to be held in Uruguay during 17-18 OCTOBER 2013, Uruguay.
 - c. Dr. Gallo in collaboration with SAG Chile will organize two animal welfare Seminars in Santiago and Valdivia during November 2013 with the participation of Dr. Temple Grandin, USA.
7. Coordination of scientific and technical studies Receive four students as internships from Holland to perform research on animal welfare and behavior in calves on pastures.
 8. Publication and dissemination Scientifics from Chile and Uruguay and Brazil collaborate in performing chapters of different books: - Eg. 4th Edition of Livestock Handling and Transport - Chapter 10. TEMPLE GRANDIN, Handling and Transport of Cattle and Pigs in South America. Mateus J.R. Paranhos da Costa; Stella M. Huertas; Ana C. Strappini & Carmen Gallo. (in press)
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DISCUSSION PAPER ON THE FUTURE ROLE OF THE OIE WITH RESPECT TO THE WELFARE OF WORKING ANIMALS

Dr Abdul Rahman (Chair, AWWG) and Dr Sarah Kahn (Consultant to the OIE)

(June 2013)

Purpose

At its June 2012 meeting the OIE Animal Welfare Working Group proposed that the OIE develop recommendations on working animals. The Director General commissioned this paper as a basis for discussion at the Working Group's meeting in June 2013.

Background

The relationship between humans and working animals is an important part of the history of mankind. Working animals are kept as a source of valuable products (e.g. meat, fibre, fertiliser), services (transport and draught power, or traction), financial security and capital. Animals are also kept for company and leisure activities. A working animal may be considered as virtually a member of the family (e.g. guide dogs) or may be kept only for work (e.g. logging elephants). A wide range of animal species is used in a very wide range of activities. At the end of its useful life, a work animal (e.g. equids and ruminants) may be slaughtered for meat and other products. In poor communities, working animals can particularly help to improve the lives of women (and children) by taking over tasks that traditionally fall to them (e.g. transport of water and firewood) and by allowing them to access local markets to sell home products. This reality is reflected in the African proverb 'A woman who has no donkey is a donkey' (anon.).

Approximately 1 billion people, including many of the world's poorest, depend directly on animals for their livelihoods. In India, for example, draught animals are the main support for farm operations for the small and marginal farmers who make up 83% of the farming community.

In many countries the use of working animals is expanding. Even in countries that are rapidly becoming urbanized and industrialized, such as India, China, Mexico, Brazil and South Africa, working animals remain important. In these countries, large-scale farms use modern equipment and transport systems while small-scale farmers and local transporters continue to use animals for transport and draught power.

In developed countries, the use of animals for traction may be preferred for reasons relating to environmental stewardship or social values. Official EU recognition of the 'renewable' nature of animal-derived energy may in future provide an impetus for promoting the use of working animals, and their welfare.

There are many qualitative reports and case studies that illustrate how working animals can contribute to alleviating poverty but very few detailed economic studies of the type needed to convince governments or donors to invest. Public sector investment in research, education and training relevant to working animals has declined in the past 25 years. Furthermore, society and the media in developing countries, and those in transition, often view animal traction as old-fashioned and associated with poverty and ignorance. In these countries, working animals may be overlooked in or excluded from animal health programs in the same way that their owners are overlooked in or excluded from social and public health programs¹.

The commonly identified causes of poor welfare of working animals include: poor nutrition and inadequate basic health care (including foot/hof care); inappropriate harness and other equipment (e.g. cattle yokes used on equids); and poor management practices, including overwork, ill treatment and the working of animals that are unfit or immature. Contributing factors include poverty and ignorance of the animal owner and lack of attention from veterinary or para-veterinary professionals. In some cases, traditional practices contribute to poor animal welfare (e.g. the practice of firing horses' legs).

¹ The role, impact and welfare of working (traction and transport) animals FAO/ The Brooke Electronic Consultation. 1 – 28 February 2011

Annex 4 (contd)

Inadequate nutrition, poor management and cruel practices contribute to health and welfare problems that reduce the working animal's productivity (capacity to work) and perceived value. The reaction of the owner may be to mistreat or neglect the animal, so that welfare declines even further and the animal finally dies or is destroyed in a miserable state. This situation must be addressed. There is much room for much improvement in the welfare of working animals, via the provision of basic veterinary care and technical advice on health and husbandry, including foot care and the design and maintenance of harness and equipment.

The question is: who in government or in society at large sees the welfare of working animals as a priority? Some NGOs consider this as a top priority, and do very good work, but much remains to be done. The Veterinary Services (VS), being part of the national government, may identify poverty alleviation as a top priority but, in the absence of government policies that specifically address working animals (in terms of economic benefits, health or welfare), the VS normally focus on the rearing of livestock and poultry as sources of protein and a basis to improve human health and livelihoods.

The OIE is well placed to raise the profile of working animals as a strategy that can help in alleviating poverty and to propose that action to improve the health and welfare of these animals is an important issue for governments and demands an engagement by national Veterinary Services.

The context and relevance of OIE recommendations can be very different for rich and poor countries. The OIE must take this into account not only in developing recommendations but also in its activities to support Member countries in the implementation of the standards. The OIE Regional Animal Welfare Strategies attempt to take account of these regional specificities. For example, the *Terrestrial Code* and *Manual* already contain standards relevant to equidae. The *Terrestrial Code* contains provisions on the health and certification of horses for international trade and on welfare in chapters on transport, slaughter and killing for sanitary purposes. It could be argued that the OIE standards, to date, reflect the situation in wealthy countries, where horses are valuable animals that are generally kept under good conditions of welfare. The main welfare concerns for horses in these countries relate to transport and slaughter but this may represent a minority of the national horse population. Working equids in poor countries present an opposite case. As stated above, horses and donkeys may suffer serious health and welfare problems throughout their working life, arising from the poverty and ignorance of owners and absence of attention from veterinary or veterinary para-professionals. The *Terrestrial Code* is silent on this aspect of horse welfare.

At its June 2012 meeting the OIE Animal Welfare Working Group proposed that the OIE develop recommendations on working animals. The Director General commissioned this paper as a basis for discussion at the Working Group's meeting in June 2013.

Discussion points for the Animal Welfare Working Group

The following points should be considered:

- What is the definition of 'working animal' for the purpose of the OIE recommendations? What is the scope of the work in terms of animal species and context? The field is potentially very large. For example, consider the commercial uses of dogs (i.e. dogs that are not kept as companion animals). Dogs pull sleds, find missing and dead people in all types of emergency situation, guard premises, participate in therapeutic support to people with health problems; they are used to hunt, including foxhounds, they are raced, they are used in circuses and movies, security and policing, including the detection of explosives; dogs are used to manage sheep and other livestock and they are used in veterinary and medical research. The list of uses is long. Recommendations on the welfare of working dogs would need to be broad enough to consider all possible uses but specific enough to be meaningful. This is a challenge and it is even greater when the range of animal species is considered.
- If it is proposed to define the subject and scope in broad terms, it may be necessary to develop recommendations in a stepwise manner, starting with general principles and then considering species or sectors of activity.
- What form should the OIE recommendations take? Should a text be developed for the *Terrestrial Code*, that is, a standard for adoption and eventual implementation by OIE Member Countries? Would it be preferable to develop Guidelines, which would be in the public domain via the OIE internet page but would not be formally adopted by OIE Members? To what extent should the OIE make recommendations on subjects that fall outside its traditional scope of animal health and veterinary medicine? Should the OIE develop recommendations on husbandry and management? For example, inadequate foot care and badly fitting harness are common causes of problems in

- working equids. These problems can lead to seriously compromised animal welfare, as a horse that is lame or sore may be beaten to make it work and left to die if it is considered useless. To be comprehensive, OIE recommendations on the welfare of working equids must address foot care and harness design and maintenance. These are not veterinary matters, which raises the question of whether these are appropriate topics for OIE recommendations.
- In addition to its ongoing engagement with Veterinary Services, should the OIE try to engage national governments more generally, as well as donors, regarding the potential economic benefits of working animals and the value of investments in their health and welfare?

Recommendations

1. The OIE should convene an expert group, including representatives of NGOs and non-veterinary organisations (or experts) with practical knowledge and experience on working animals.
 2. The final form of the recommendations (a standard in the *Terrestrial Code* or guidelines on the OIE website) should be decided by the Code Commission in consultation with OIE Members.
 3. The welfare of animals used in transport and traction in poor communities, including in rural and urban settings, should be addressed as a matter of high priority due to the contribution that these animals can make to livelihoods and in light of the urgent need to improve the welfare of these animals. In this context, it is proposed to deal with horses, donkeys, cattle, buffalo and camelidae initially and to consider other species later on.
 4. In developing the recommendations, the OIE should identify actions to promote the welfare of working animals and, with this objective, to secure engagement not only of Veterinary Services but also of government agencies responsible for social and economic development, and of donor organisations. The OIE should promote research that could demonstrate the economic contribution of working animals and the cost/benefit of programs to improve animal health and welfare. In collaboration with a donor organisation, perhaps the OIE could commission a small research project in this area.
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DISCUSSION PAPER ON THE FUTURE ROLE OF THE OIE WITH RESPECT TO ANIMALS IN DISASTERS

Dr Sarah Kahn

Summary

The OIE has a well-recognised leadership role in protecting the world against biological disasters, whether of natural or man-made origin, through its work in the elaboration of standards for diagnosis, early detection, reporting and control of animal diseases and zoonoses. However, planning and preparedness in relation to animals affected by disasters is not specifically addressed in OIE standards or guidelines, nor is this topic mentioned in the OIE Tool for the Evaluation of Performance of Veterinary Services (PVS Tool). Moreover, no other international organisation has elaborated standards for Veterinary Services on this topic, nor is another international organisation as well placed as the OIE to address this important issue.

At its June 2012 meeting, the OIE Animal Welfare Working Group recommended that the OIE provide guidance to Member Countries on the management of animals in disasters. In November 2012, the 21st Conference of the OIE Regional Commission for the Americas discussed a technical item on 'Disaster management: the role and preparedness of Veterinary Services' and adopted a Resolution urging the OIE to do more to support the activity of national Veterinary Services in disaster prevention and response. In 2013, the Director-General commissioned this Discussion Paper on possible future actions for the OIE in the field of disaster management.

In response to the UN Resolutions and global strategies that have been adopted during the past two decades, government policies on disasters are becoming more focused on prevention, facilitating response and improving resilience. Risk assessment, risk mitigation and risk communication techniques are increasingly being used in the field of preparedness and planning for disasters.

The mandate of veterinary services for the prevention and control of animal diseases and zoonoses; safeguarding food safety and environmental health; and animal welfare is well recognised. Many of the technical requirements and veterinary skills that are relevant to disaster planning and management are covered (without specific reference to disaster management) in the *Terrestrial Code* Section 3 (Quality of Veterinary Services) and in the OIE PVS Tool. In light of the relevance of these issues to disaster management and relief, there is a possible rationale for involvement of the Veterinary Services in disaster management more generally.

In support of this proposition, it is clear that some sub-sets of veterinary knowledge and skills are particularly relevant to preparedness and planning for disasters, and to disaster response. For example, risk assessment, risk management and risk communication are routinely used in disease prevention and control and can have more general application to disaster management. Epidemiological surveillance of animal diseases (including zoonoses) and the environment, and programmes for the control of the food production chain are based upon the types of activities that can be applied to early warning, forecasting and prevention of emergencies. There is scope to improve animal welfare by focusing on the mitigation and preparedness stages of disaster management – specifically, in the case of slow-onset disasters, such as droughts and famines. The chain of command that is vital to the veterinary response to disease outbreaks is comparable to the incident command system that is used in responding to disasters and emergencies. Finally, the training of veterinarians, with its strong emphasis on assessment, diagnosis and problem solving, provides a sound basis for involvement in disaster prediction and response actions.

It is recommended that the OIE consider the following options:

Option 1. A draft text could be developed by an *ad hoc* expert Group for submission to the relevant elected Commission(s). Following the OIE democratic procedures for standard setting, the new text would be the subject of consultation with Member countries during a 2 year period and, if accepted by Member countries, would be adopted as new text in the *Terrestrial Code*. If appropriate, new competencies could be added to the PVS Tool to reflect the adopted standard

- Option 2.** The OIE could develop a set of guidelines for location in the OIE website. The text would be developed by an *ad hoc* expert group reporting to elected Commission(s) and Member Countries could be apprised of progress but would not be asked to formally adopt the text. This approach would provide information and guidance to Member countries on technical requirements, without introducing an obligation to implement new systems or upgrade existing ones. In this case, the PVS Tool would not be modified, as the critical competencies in the PVS Tool are directly based on adopted texts in the *Terrestrial Code*.
- Option 3.** If there is no desire to develop standards or guidelines at this time, the OIE could provide additional, more detailed input to the revision of the Livestock Emergency Guidelines and Standards (LEGS) Handbook. The second edition of the Handbook will come out in 2014 so, if the OIE wishes to propose major modifications or new chapters, the LEGS Secretariat should be contacted as soon as possible. It is noted that, based on the existing LEGS Handbook, major modification would be needed if the Handbook were to provide the type of information that is typically found in OIE standards or guidelines.

In view of the arguments in favour of the Veterinary Services taking on a stronger role in planning and preparedness for disasters and emergencies, and considering the lack of standards currently available on the design and implementation effective systems, it is recommended that the OIE follow option 1.

Background

The OIE has a well-recognised leadership role in protecting the world against biological disasters, whether of natural or man-made origin, through its work in the elaboration of standards for diagnosis, early detection, reporting and control of animal diseases and zoonoses. The OIE also makes standards for animal production food safety and for animal welfare. At present, the OIE does not give Member countries specific recommendations on preparedness for and response to disasters, either in the OIE standards for Veterinary Services (*Terrestrial Code* Section 3) nor in the OIE Tool for the Evaluation of Performance of Veterinary Services PVS Tool (PVS Tool).

The direct involvement of the OIE in the development of specific recommendations animals in disasters likely dates from 2006, when the OIE provided input to the LEGS Handbook (see below). At its June 2012 meeting, the OIE Animal Welfare Working Group recommended that the OIE provide guidance to Member Countries on the management of animals in disasters. In November 2012, the 21st Conference of the OIE Regional Commission for the Americas discussed a technical item on 'Disaster management: the role and preparedness of Veterinary Services' and adopted a Resolution urging the OIE to do more to support the activity of national Veterinary Services in disaster prevention and response. In 2013, the Director-General requested the preparation of a Discussion Paper on possible future actions for the OIE.

This paper reviews current approaches to animals in disasters and proposes options for future action by the OIE in this field.

Discussion

1 Definitions and terminology

There are many definitions of 'disaster'. In this paper, the definitions and terminology used are those of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). According to the OCHA, a disaster is 'a sudden, calamitous event that seriously disrupts the functioning of a community or society and causes human, material, economic or environmental losses that exceed the community's or society's ability to cope using its own resources'².

OCHA advises that although disasters are often due to natural causes, they can be due to human causes, either deliberate (e.g. bioterrorism) or accidental (e.g. chemical spills). For a disaster to be entered into the database of the UN International Strategy for Disaster Reduction (ISDR), at least one of the following criteria must be met:

² <http://www.eird.org/cd/on-better-terms/docs/OCHA-Definitions.pdf>

- a report of 10 or more people killed
- a report of 100 people affected
- a declaration of a state of emergency by the relevant government a request by the national government for international assistance.

The combination of hazard, vulnerability and inability to mitigate risk results in disaster. The classification of disasters includes natural disasters (e.g. flooding, hurricane, drought), human disasters (e.g. fire, conflict) and technical disasters (e.g. failure of nuclear reactor, chemical spill). Biological disasters, which are a subset of natural disasters, result from processes of organic origin or those conveyed by biological vectors, including exposure to pathogenic microorganisms, toxins and bioactive substances, which may cause loss of life or injury, property damage, social and economic disruption or environmental degradation. These include epidemics and insect infestations.

In considering future OIE action, it is useful to look at what exists in terms of approaches, organisations and standards relevant to disaster management at the international, regional and national level.

2 Organisations and standards at the international and regional level

This section gives a brief overview of the key actors in disaster planning and management, and relevant activities at the international, regional and national level.

2.1 The United Nations

The United Nations (UN) provides global leadership on disasters, through the adoption by the UN General Assembly of various Resolutions that establish the international framework for disaster planning and management.

The International Strategy for Disaster Reduction (ISDR) builds upon the experience of the International Decade for Natural Disaster Reduction (1990-1999), which was launched by the UN General Assembly in 1989. The International Strategy embodies the principles articulated in a number of major documents adopted during the Decade, including, in particular, the Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation and its Plan of Action, and the report "A Safer World in the 21st Century: Disaster and Risk Reduction". <http://www.unisdr.org/who-we-are/international-strategy-for-disaster-reduction>

The ISDR reflects a major shift from the traditional emphasis on disaster response to disaster reduction, and in effect seeks to promote a "culture of prevention". UNISDR is the secretariat of the International Strategy and mandated by the UN General Assembly to ensure its implementation.

The Hyogo Framework for Action (2005–2015) is a 10-year plan to make the world safer from natural hazards. It was endorsed by the UN General Assembly in the Resolution A/RES/60/195 following the 2005 World Disaster Reduction Conference. <http://www.unisdr.org/we/coordinate/hfa>

On 9 April 2013, at its 67th session, the UN General Assembly adopted Resolution 67/231, 'International cooperation on humanitarian assistance in the field of natural disasters, from relief to development'. Noting that local communities are the first responders in most disasters, underlining the critical role played by in-country capacities in disaster risk reduction, the UN acknowledged the need to support efforts of Member States to develop and enhance national and local capacities. The Resolution encourages Member States, the UN system and other humanitarian and development actors to increase funding and cooperation for disaster risk reduction activities, including preparedness. It also calls for further steps to review and strengthen operational and legal frameworks for international disaster relief.

2.1.1 United Nations Office for the Coordination of Humanitarian Affairs (OCHA) www.unocha.org

The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) supports mobilization, funding and coordination of humanitarian action in response to complex emergencies and natural disasters. OCHA's objectives are to:

- alleviate human suffering caused by disaster or conflict;
- promote better preparedness for and, where possible, prevention of, disasters;
- help provide timely and effective international assistance to those who need it;
- ensure that those affected by disasters and conflicts find sustainable solutions;
- advocate for those in need.

OCHA supports and facilitates the work of UN agencies and NGOs in delivering humanitarian services. OCHA works closely with governments to support them in their lead role in humanitarian response: at the start of a crisis; at the country level; and on policy issues related to humanitarian action.

OCHA plays a key role in operational coordination in crisis situations. This includes assessing situations and needs; agreeing common priorities; developing common strategies to address issues such as negotiating access, mobilizing funding and other resources; clarifying consistent public messaging; and monitoring progress.

Working through its regional and country offices, OCHA deploys staff at short notice to emergencies. It also supports several surge-capacity mechanisms and networks that enable the humanitarian community to respond rapidly to disasters and conflicts.

Amongst its 18 thematic areas, OCHA lists food security. However, there is scant reference in the OCHA website to the contribution of veterinary services or veterinarians to humanitarian activities. The provision of access to veterinary services depends on linkages with FAO programmes – for example, see <http://www.unocha.org/top-stories/all-stories/cerf-emergency-response-funds-darfur>.

2.1.2 UN Food and Agriculture Organization

FAO is an important global actor in the field of humanitarian relief, with a focus on reducing vulnerability to hazards before, during and after disasters through risk assessment, risk reduction, emergency response and rehabilitation.

FAO programmes specifically address recovery and rehabilitation to increase the resilience of livelihoods through longer-term interventions that facilitate the transition from relief to development.

FAO supported the livelihoods of 1.1 million herders, distributing emergency veterinary inputs, multivitamins and mineral food supplements for livestock. FAO also helped restock herds by providing vaccinated small ruminants and poultry. FAO worked with the Governments of Chad, Mali, Mauritania and the Niger to monitor desert locust infestations and to take pre-emptive measures to minimize damages to food crops and pasture.

FAO's Sub-regional Emergency and Rehabilitation Office for West Africa/Sahel (REOWA), based in Dakar, Senegal, played a crucial role in strengthening early warning systems in the Sahel, helping to analyse the immediate and underlying causes of food insecurity, evaluate risks and early warning to inform decision-making at national and regional level. REOWA also guided FAO's emergency and rehabilitation programme on the ground, acting as a liaison between the various FAO offices and the network of humanitarian actors in the sub-region.

http://www.fao.org/fileadmin/user_upload/emergencies/docs/FAOs%20Response%20to%20the%20012%20Sahel%20Crisis.pdf

2.2 The Livestock Emergency Guidelines and Standards Project (LEGS)

The LEGS Project is an independent initiative, established in 2005, that aims to improve the quality and positive impact on livelihoods of livestock-related projects in humanitarian situations. It is overseen by a Steering Group that includes representatives from the African Union, FAO, the Red Cross, Tufts University, WSPA, and Vetwork UK. LEGS activities are coordinated by Vetwork UK and the project is funded by various donors and in-kind contributions. LEGS addresses all types of slow and rapid onset emergency, included those compounded by conflict. The central concept of LEGS is 'save lives and livelihoods'.

2.2.1 The LEGS Handbook

The key output of the LEGS project is the LEGS Handbook, which is supported by a global training programme and other awareness raising activities. In 2007, the OIE contributed to the first edition of the LEGS Handbook. In 2013 the Handbook is being revised, using a consultative process based on the LEGS website (<http://www.livestock-emergency.net/>) and mailing List. The OIE has already submitted some preliminary comments on content of the Manual to the LEGS coordinator. The second edition of the Handbook will be published in 2014.

The LEGS Handbook provides guidelines for responses to emergencies based on three 'livelihoods objectives':

- Providing immediate assistance to crisis-affected communities
- Protecting the livestock-related assets of crisis-affected communities
- Assisting the re-building of key assets among crisis-affected communities

Within each of these objectives, the Handbook makes recommendations on: destocking; veterinary care; supplementary feeding; provision of water; livestock shelter and settlement; and the provision of livestock or restocking. The LEGS Handbook also makes recommendations on 'Minimum standards for veterinary services'. While it is encouraging to see that the topic of Veterinary Services is seen as important and relevant, the recommendations in the LEGS Handbook do not resemble OIE recommendations in terms of level of approach, content or level of detail.

2.3 The Sphere Project

The Sphere Project was initiated in 1997 by humanitarian NGOs whose aim was to improve the quality of their actions during disaster response and to be held accountable for them. Sphere tenets are that people affected by disaster or conflict have a right to life with dignity and, therefore, a right to assistance; and that all possible steps should be taken to alleviate human suffering arising from disaster or conflict. The LEGS Handbook is a key reference to the Sphere Project. The Sphere Humanitarian Charter and minimum standards for humanitarian response are published as the Sphere Handbook: <http://www.sphereproject.org/handbook/>

2.4 The World Society for the Protection of Animals (WSPA)

Several international animal welfare NGOs are involved in disaster relief and some play an important role in response by putting operational teams with emergency veterinary aid and feed into the field.

WSPA is the largest association of animal welfare NGOs globally. It has a longstanding collaboration with the OIE and the two organisations signed an official cooperation agreement in 2007.

WSPA has been involved in disaster relief for more than 40 years and is active in preparedness, response and rehabilitation. WSPA works with governments and local animal welfare groups to help prepare communities in disaster-prone areas, by setting up national warning systems and showing people how to prepare for disasters.

WSPA has a global network of disaster response teams, working with national partners to help in the rapid implementation of relief programmes. WSPA provides emergency veterinary care, animal feed and services to reunite animals with their owners. In the aftermath of an emergency situation, WSPA puts in place preparation plans to minimise the impact of future disasters in the area; these plans can serve as models for other countries.

See: <http://www.wspa-international.org/wspaswork/disastermanagement/>

2.5 Other NGOs

In addition to WSPA, several NGOs are active in disaster management at the international and regional level. For example, the Humane Society International (HSI) worked in Japan, to provide aid for animals affected by the Tohoku disaster. In Japan, the HSI worked with a central response team which included the Japan VMS, Japan SPCA, Japan Animal Welfare Society, and Japan Pet Care Association – see: http://www.hsi.org/news/news/2012/03/organizing_japan_response_030912.html

3 Organisations and standards at the national level

This section presents information on structures and standards relevant to the management of animals in disasters at the national level. There are many different approaches to the organisation of services and it is beyond the scope of this paper to provide exhaustive information on approaches used by OIE Member countries. Instead, the paper makes reference to the approach used in the United States, to illustrate some possible key actors, with whom the Veterinary Services must cooperate and collaborate, at the national level.

3.1 The US Federal Emergency Management Authority

The Federal Emergency Management Authority (FEMA) is the US agency dedicated to the management of emergency situations. FEMA has a comprehensive website, with information in 12 languages (www.fema.gov). Some of the information on the website that is relevant to animals in disasters, includes:

- Helping pets (<http://www.fema.gov/helping-pets>);
- Caring for animals (<http://www.ready.gov/caring-animals>);
- Brochure on planning for disasters and pets prepared in collaboration between FEMA; American Kennel Club, AVMA, HSUS and ASPA. (http://www.ready.gov/sites/default/files/documents/files/pets_brochure.pdf)
- The Community Emergency Response Team (CERT) Program

The Community Emergency Response Team (CERT) Program makes an important contribution to disaster preparedness and response in the United States, and is supported by FEMA. CERT educates people about disaster preparedness and trains them in basic disaster response skills, such as fire safety, search and rescue, team organization, and disaster medical operations. CERT includes training modules on all animals (not just pets).

3.2 The American Veterinary Medical Association

The American Veterinary Medical Association (AVMA) promotes the involvement of veterinarians in emergency management, including in planning and response operations. Citing the linkages between the health of animals, humans, and the environment (i.e. One Health) and the veterinary role in assuring food safety, the AVMA considers that veterinarians are vital to the success of the overall emergency management process.

The AVMA encourages and fosters veterinary leadership in local, state and federal efforts to deal with "all hazards / all species"– preparing for disasters and emergencies involving animals, animal and public health, and other veterinary issues.

AVMA established the Committee on Disaster and Emergency Issues in 2001 to:

- Address the veterinarian's role in emergency and disaster issues
- Address the effects of disasters on animal health, public health, and the veterinary profession
- Contribute to the development of AVMA position statements on disaster and emergency issues that affect the veterinary profession
- Develop guidelines for the veterinary profession to use regarding various aspects of disaster situations

3.2.1 AVMA Veterinary Medical Assistant Team programme

The Veterinary Medical Assistance Team (VMAT) program provides volunteers who serve as first responders to ensure high-quality care of animals during disasters and emergencies. The VMAT program, which is supported through funding from the American Veterinary Medical Foundation (AVMF), was created after Hurricane Andrew in 1992. It began as a public-private partnership with the U.S. Department of Health and Human Services, but evolved into a program operated solely by the AVMA.

The VMAT program serves three primary functions: Early Assessment Volunteer Teams; Basic Treatment Volunteer Teams; and Training.

3.3 Department of Health and Human Services and Department of Agriculture

Extensive resources are provided by the US Department of Health and Human Services (with particular reference to the public health dimension of disasters) and the US Department of Agriculture (USDA). As an example of USDA's programmes, the Centre for Food Safety and Public Health (CFSPH), with the support of USDA APHIS Animal Care Emergency Programs, offers a 10 part course for Animal Care employees on emergency planning and response roles. Animal Care conducts periodic Web-based training using these modules.

3.4 NGOs

NGO's may play an active role in the care and welfare of animals affected by disasters at the national level. An example of direct advice to the public is found in the HSA website, under the rubric 'disaster planning for pets, horses and livestock' - see:

http://www.humanesociety.org/about/departments/disaster_preparedness.html

3.5 Academia

In the United States, veterinary schools and colleges may have significant involvement in the field of disaster management, including input to the development and implementation of preparedness plans at state and local level.

4 The OIE role with respect to animals in disasters

4.1 Background

The OIE's central role in the prevention and management of infectious diseases has been well recognised for decades and, in more recent years, the OIE has turned its attention to disasters caused by natural events and by human intervention.

Relevant reports published in the Scientific and Technical Review include:

- Vol. 18 (1) 'Management of animal health emergencies' (1999)
- Vol. 25 (1) Biological disasters of animal origin. The role and preparedness of veterinary and public health services.
- Vol. 28(2) Preparing for veterinary emergencies: disaster management and the Incident Command System. Madigan, J. and Dacre, I. (2009).

Annex 5 (contd)

Many authors consider that the involvement of the veterinary profession in emergency preparedness, with a focus on animals, is essential for the profession to meet its obligations to animals and humans.

The direct involvement of the OIE in the development of specific recommendations on animals in disasters likely dates from 2006, when the OIE provided input to the Livestock Emergency Guidelines and Standards (LEGS) Handbook. In 2007 the OIE participated in an International Working Group on Animals in Disasters (IWGAID). This Group, which was formed at the initiative of WSPA, included international organisations active in the humanitarian response to disasters, such as UNESCO, the International Federation of Red Cross and Red Crescent Societies (IFRC) and the OECD. In 2008 WSPA published a brochure based on the work of this Group.

At its September 2010 meeting, the OIE Council discussed the question of what the OIE could and should do in relation to the issue of animals in disasters, and concluded that:

- in light of the OIE mandate, the subject of animals in disasters is a relevant and appropriate topic for OIE involvement;
- capacity building of national Veterinary Services so that they are trained and ready to carry out interventions in serious disaster situations could be integrated as a criterion in the PVS Tool (noting that OCHA, like the OIE, encourages the designation and training of national focal points); and
- it could be useful for the OIE to develop guidelines as a support for OIE Members, in addition to responding to OCHA recommendations.

Note: In this case, 'OCHA recommendations' refers to the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance, adopted by the state parties to the Geneva Conventions and the International Red Cross Red Crescent Movement in November 2007³

At its June 2012 meeting, the OIE Animal Welfare Working Group recommended that the OIE provide guidance to Member Countries on the management of animals in disasters.

At the 21st Conference of the OIE Regional Commission for the Americas (Barbados, 26 – 29 November 2012), Dr Ernesto Fabián Mendoza Mainegra, of the OIE Collaborating Centre on the Reduction of the Risk of Disasters in Animal Health, Cuba, presented a technical item (with questionnaire) on 'Disaster management: the role and preparedness of Veterinary Services'. The Regional Commission adopted a Resolution urging the OIE to do more to support the activity of national Veterinary Services in disaster prevention and response.

In 2013, the Director-General commissioned this Discussion Paper on possible future actions for the OIE.

4.2 Future role of the OIE

In response to the UN Resolutions and global strategies that have been adopted during the past two decades, government policies on disasters are becoming more focused on prevention, facilitating response and improving resilience. Risk assessment, risk mitigation and risk communication techniques are increasingly being used in the field of preparedness and planning for disasters.

In emergencies and disasters, humanitarian efforts focus on saving human life. However, there is a growing awareness that actions to 'save livelihoods' should also be considered if donors wish to achieve sustainable improvements through their interventions. When considering animals in disasters, the emphasis in developing countries may be on livestock, due to the importance of food and draft animals for livelihoods. However, the importance of the human-companion animal bond should not be overlooked in any community. Experience in some countries has shown that management and support of communities in disasters is more effective if plans are in place for companion animals, and this is now a routine element of preparedness in many countries.

³ <http://www.ifrc.org/en/what-we-do/idrl/idrl-guidelines/>

Traditionally, veterinarians and veterinary services are mainly involved in prevention and management of biological disasters relating to outbreaks of disease, including zoonoses. In disasters of non-biological origin, veterinarians are primarily recognised for their participation in 'First response'. This includes operational support to rescuers and working animals, rescued animals and the provision of advice and prophylaxis in relation to health risks associated with animals, food and water.

The mandate of veterinary services for the prevention and control of animal diseases and zoonoses; safeguarding food safety and environmental health; and animal welfare is well recognised. In light of the relevance of these issues to disaster management and relief, there is a possible rationale for involvement of the Veterinary Services in disaster management more generally.

In support of this proposition, it is clear that some sub-sets of veterinary knowledge and skills are particularly relevant to preparedness and planning for disasters, and to disaster response. For example, risk assessment, risk management and risk communication are routinely used in disease prevention and control and can have more general application to disaster management. Epidemiological surveillance of animal diseases (including zoonoses) and the environment, and programmes for the control of the food production chain are based upon the types of activities that can be applied to early warning, forecasting and prevention of emergencies. There is scope to improve animal welfare by focusing on the mitigation and preparedness stages of disaster management – specifically, in the case of slow-onset disasters, such as droughts and famines. The chain of command that is vital to the veterinary response to disease outbreaks is comparable to the incident command system that is used in responding to disasters and emergencies. Finally, the training of veterinarians, with its strong emphasis on assessment, diagnosis and problem solving, provides a sound basis for involvement in disaster prediction and response actions.

Experience with disasters and emergencies in OIE Member countries suggests that Veterinary Services could play a more significant role, not only in response but also in planning, preparedness and risk mitigation.

If the Veterinary Services are to play a significant role in national disaster preparedness and response, their responsibilities and powers should be defined in legislation. The relevant programmes and activities integrated into the general disaster planning processes at national, regional and local level. Veterinary services are one part of the overall government framework and it is important that they collaborate closely with lead agencies for disaster management, in addition to human health agencies and emergency services.

In the planning and management of disasters, as in many areas of government activity, collaboration with the private sector (for example, the livestock industry and private veterinary associations) and with NGOs is an essential element.

Consideration should be given to the need for training veterinary students to deal with emergencies and disasters. Large-scale incidents can have grave consequences not only for humans but also for domestic and wild animals. It has been argued that emergency preparedness is essential for the veterinary profession to meet its obligations to both animals and humans. The most important skills that are taught in the field of disaster management are problem solving, leadership, organisational thinking, project management and effective communications – all of which are relevant to the lifelong learning of veterinarians.

5 Options for OIE future action and recommendation

The OIE has not to date developed standards, guidelines or recommendations to Veterinary Services with specific respect to disasters and emergencies. Moreover, no other international organisation has elaborated standards for Veterinary Services on this topic, nor is another international organisation as well placed as the OIE to address this important issue.

Many of the technical requirements and veterinary skills that are relevant to disaster planning and management are covered (without specific reference to disaster management) in the *Terrestrial Code* Section 3 (Quality of Veterinary Services) and in the OIE PVS Tool.

It is recommended that the OIE consider the following options:

Annex 5 (contd)

- Option 1.** A draft text could be developed by an *ad hoc* expert Group for submission to the relevant elected Commission(s). Following the OIE democratic procedures for standard setting, the new text would be the subject of consultation with Member countries during a 2 year period and, if accepted by Member countries, would be adopted as new text in the *Terrestrial Code*. If appropriate, new competencies could be added to the PVS Tool to reflect the adopted standard
- Option 2.** The OIE could develop a set of guidelines for location in the OIE website. The text would be developed by an *ad hoc* expert group reporting to elected Commission(s) and Member Countries could be apprised of progress but would not be asked to formally adopt the text. This approach would provide information and guidance to Member countries on technical requirements, without introducing an obligation to implement new systems or upgrade existing ones. In this case, the PVS Tool would not be modified, as the critical competencies in the PVS Tool are directly based on adopted texts in the *Terrestrial Code*.
- Option 3.** If there is no desire to develop standards or guidelines at this time, the OIE could provide additional, more detailed input to the revision of the Livestock Emergency Guidelines and Standards (LEGS) Handbook. The second edition of the Handbook will come out in 2014 so, if the OIE wishes to propose major modifications or new chapters, the LEGS Secretariat should be contacted as soon as possible. It is noted that, based on the existing LEGS Handbook, major modification would be needed if the Handbook were to provide the type of information that is typically found in OIE standards or guidelines.

In view of the arguments in favour of the Veterinary Services taking on a stronger role in planning and preparedness for disasters and emergencies, and considering the lack of standards currently available on the design and implementation effective systems, it is recommended that the OIE follow option 1.

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