

Standards and Trade Development Facility

STDF 14: Evaluation of National Veterinary Services' Capacity to Benefit from the SPS Agreement

('OIE Veterinary Capacity Evaluation Tool')

An Ex-Post Evaluation of an Early STDF Project

Final Report - July 2007

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Note for readers

The term 'evaluation' will, confusingly, need to be used in two different contexts in this report.

This report relates to an **evaluation of an STDF project** (STDF 14). That project supported the development of the concept of, and a tool for, the **evaluation of national veterinary services** by an international standard-setting organisation (the OIE). This report restricts itself to an assessment of the relevance and effectiveness (etc.) of the STDF 14 project: it makes no assessment of the subsequent carrying out of national veterinary service evaluations, which are being undertaken outwith this project's resources and influence.

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1. Executive summary

1.1 This is an evaluation of STDF support to the development and institutionalisation by the World Organisation for Animal Health (the OIE) of a tool for the evaluation of national veterinary services – the 'Performance, Vision and Strategy' (PVS) tool. It is not an evaluation of the application of that tool or of the OIE.

1.2 The strengthening of veterinary services is seen to be highly relevant to the STDF's agenda, and the initiative's implicit focus on creating new institutional incentives for better public policy and expenditure choices is thought to be particularly appropriate. However, a number of assumptions have been made about the cause-and-effect relationships between application of the PVS and improved access to markets, which are yet to be proven.

1.3 The project's immediate objectives (the development and institutionalisation of an evaluation tool) were achieved, but this evaluation questions the 'seed' role that the project is said to have played while acknowledging that the project's environment was radically changed by the avian influenza crisis and subsequent pressures on the OIE. This served to marginalise the STDF contribution.

1.4 While the project itself was a small and relatively straightforward intervention, it has highlighted a number of important considerations about donor support to such initiatives. These include the need for more collaboration among donors, the need for clear design and tight project cycle management even in small projects, and – in the broadest terms – the need for the OIE to relate to the analytical, operational and financing frameworks of contemporary international development.

1.5 The project, in its implementation, probably touched the boundaries of what was permissible for the STDF to fund.

1.6 Nonetheless, the OIE performed efficiently and has produced a high quality product.

2. Introduction

The project

2.1 Developing countries have sought assistance to develop their capacity to implement sanitary and phytosanitary (SPS) standards, particularly for agricultural products destined for export. Among the several initiatives providing support to developing countries' establishment and implementation of SPS measures, the *Standards and Trade Development Facility* (STDF) aims to **address longer-term issues of capacity and compliance** and to **act as a reference point for good practice** by implementing innovative **pilot projects**.

2.2 STDF Project 14 '*Evaluation of National Veterinary Services' Capacity to Benefit from the SPS Agreement*' was one such project. It was proposed by the *World Organisation for Animal Health* (OIE) (the intergovernmental organisation mandated by the WTO to establish standards for international trade in animals and animal products) and subsequently approved by the STDF as one of the first of its project grants. The project was implemented by the OIE between 2004 and 2006. The OIE is also a founding institute of the STDF.

2.3 In its November 2006 Final Report, the OIE said "*the aim of the project was to develop a tool to evaluate Veterinary Services of developing and in transition countries with the aim of identifying gaps and weaknesses using OIE standards on quality that can subsequently be addressed through national or external sources*". The original project proposal (May 2003) described a set of activities in line with this, but project outputs and impacts were not quantified.

2.4 The *Inter-American Institute for Cooperation on Agriculture* (IICA) had previously developed such a tool for the animal and plant health sectors, known as the '*Performance, Vision and Strategy*' (PVS) tool. The OIE subsequently adopted the PVS tool and refined its parameters better to correlate with specific veterinary service standards prescribed in the OIE *Terrestrial Animal Health Code*. STDF funds were utilised to support the OIE in its dialogue with IICA and others involved in refining the tool, in its presentation and popularisation at international meetings, and to cover translation expenses.

2.5 The project proposal suggested that the tool would then be applied in Africa and the Americas under STDF funding. However other sources of funding were subsequently secured for accelerated development and roll-out of the tool, outwith the STDF project.

2.6 With a budget of just US\$37,000 over three years it was a small project by any standards, including those of the STDF. (The STDF normally funds projects in the range of US\$150,000 to US\$600,000.) In its Final Report the OIE states that STDF 14 should be considered as a 'seed' project that provided the basis for the development of a world-wide programme.

Context

2.7 The context in which the OIE was operating changed radically over the project period, superseding some of the original project's assumptions:

2.8 The emergence¹ (in Korea in December 2003 and then in Thailand, Vietnam, Japan, Hong Kong, Cambodia, Laos, Indonesia and China in early 2004) of a form of Highly Pathogenic Avian Influenza (HPAI), with high mortality in domestic poultry and transmissible to humans, started to preoccupy the world's human and animal health authorities. The potential for genetic reassortment between this form of avian influenza and human influenza put the world on guard for the emergence of a new human influenza pandemic of potentially

¹ Although with hindsight cases had occurred in China and Hong Kong as early as 1996 and 1997, respectively.

catastrophic scale and impact. The disease continued to spread rapidly and by the end of May 2007 HPAI outbreaks had been reported in birds in 59 countries across Asia, Europe and Africa. (With 309 cases and 187 deaths reported in humans, but as yet no human-to-human epidemics.)

2.9 The ability to control infection at source, in birds, is seen as one of the most critical elements of averting a human pandemic and this has resulted in a massive mobilisation of international donor finance to support the prevention and control of avian influenza in developing countries. Almost US\$2.4 billion were pledged at the Beijing and Bamako HPAI conferences in 2006. Although most of these resources are being channelled through implementing agencies such as FAO, WHO and the World Bank, the OIE has correspondingly also witnessed an unprecedented level of donor interest in, and extra-budgetary funding of, its pivotal normative and policy-influencing activities. Its World Animal Health and Welfare Fund (the 'World Fund'), the depository of most of the exceptional donor support to the OIE, now stands at over US\$25 million.

2.10 The World Fund has allowed the OIE to accelerate the development and roll-out of the PVS tool, in part in response to a World Bank request that PVS evaluations inform the design and management of Bank support to HPAI programmes. Thus, in many respects, the humble STDF grant intended to support collaboration on evaluation methodology for veterinary services has been overtaken by events and, effectively, a 700-fold expansion of funding from other sources. The OIE later noted that the STDF grant was ultimately a "tiny amount representing a small percentage of the total cost of developing the tool".

Objective of the evaluation

2.11 The objectives of the evaluation of STDF projects are to:

- Verify whether the project achieved its stated objectives and outputs;
- Identify if the project achieved [or might achieve] broader STDF objectives - *e.g.* an impact on market access, an improved SPS situation, and poverty reduction; and
- Identify key lessons learned for the benefit of recipients and donors, and for future STDF programme development.

Independence of the evaluator

2.12 This evaluation was carried out by Peter Bazeley, an independent development consultant contracted by the WTO on behalf of the STDF. He was an Official Delegate to the OIE in the 1980's, but has not since been in a position of influencing or being influenced by the organisation. As an Adviser to the UK Department for International Development, 1999 to 2005, he had dealings with the OIE on development issues but none that overlapped with the STDF or the PVS. He has had no previous dealings of substance with the WTO or STDF.

2.13 He is currently also involved in independent evaluations of FAO's work on avian influenza and in the World Bank Quality Assurance Group's assessment of Bank-OIE Cooperation. These other evaluations and assessments have complemented his understanding of OIE/FAO/World Bank interactions but have not compromised his independence.

3. Methodology

3.1 This was not an evaluation of the impact of the PVS tool or the OIE's programme of veterinary service assessments. Such an evaluation will be done at a later date, when more countries have undertaken PVS assessments, and will relate to the more substantive

mobilisation of international support to that activity. Rather, this is an ex-post evaluation of how an STDF grant was used to support the development of a tool for, and the institutionalisation of the concept of, veterinary service evaluation and its relevance to the objectives of the STDF.

3.2 The evaluation of this small STDF project was, as contracted, proportionately modest in scope and scale: it consisted of a meeting with the OIE at its Paris headquarters, desk study of documents and a number of (mostly telephone) interviews with principal actors. A questionnaire was to be circulated to stakeholders including Chief Veterinary Officers, but the OIE was cautious about this. A more restricted questionnaire (Annex 4), for circulation to trained PVS evaluators, was developed instead but was not cleared in time for its results to inform the main evaluation. However, an addendum summarising the results is presented in this (final) report at Annex 5.

3.3 While the logic and benefits of veterinary service evaluation were set out in the project proposal, no indicators of output or impact were defined for the process of the STDF project itself: only a set of activities. So a conventional evaluation of project progress against predefined and quantified objectives was not possible.

3.4 This evaluation therefore errs towards a more theoretical discussion of what might have been important considerations and objectives in the development and institutionalisation of the evaluation of national veterinary services. It also emphasises, because this was one of the first STDF projects implemented, lessons for the future design and appraisal of STDF projects.

3.5 Some benchmarking was undertaken against the experience of another tool in evaluating public services, in a different sector: the framework for assessing standards of education by the UK's Ofsted.

3.6 Terms of Reference appear in Annex 1.

3.7 References and documents consulted are listed in Annex 2.

3.8 Persons consulted are listed in Annex 3.

4. Findings and analysis

Relevance

4.1 The relevance of improving the delivery of livestock and veterinary services to poverty reduction, economic growth and public health has been emphasised in the literature for many years², but two major development issues within the sector have drawn particular attention recently:

- Intensification of livestock production in developing and middle-income countries, in response to burgeoning demand, has often taken place in relatively unregulated environments, in close proximity to large and concentrated human populations and in the absence of wholly effective veterinary and other services. Adverse environmental, equity, public health and trade impacts are well documented³. The emergence and re-emergence of major epidemic, transboundary and zoonotic animal diseases has [assertively] been associated with weak veterinary services in such production environments, together with more dynamic and longer-reaching trade patterns and movements.

² See Holden et al, 1996.

³ See Delgado, 1999 and Steinfeld, 2006.

- While trade is seen as central to promoting economic growth in developing countries, the Doha Round of WTO negotiations in 2001 highlighted the impact of trade-limiting sanitary and phytosanitary precautions and the difficulties developing countries face in meeting the requirements of the SPS Agreement, notwithstanding the emergence of an otherwise more favourable trade environment for developing countries.

4.2 So the strengthening of veterinary services in developing countries is wholly relevant to the agenda of the STDF. However, significant and sustained improvement of the scope, reach and quality of veterinary services in developing countries has been difficult to achieve. Reasons are multiple and complex:

- Technical fixes and capacity building have, in retrospect, been too simplistic and have taken insufficient account of the policy and institutional environment that underpins sustainable development⁴. But there has been a lack of consensus on appropriate policy and institutional fixes and their sequencing for agricultural development⁵.
- As donors align behind country-led poverty reduction strategies, development assistance has inevitably focused on areas and sectors of higher priority to developing country governments – notably human health and education.
- The corresponding evolution of aid modalities, with a greater proportion of aid flows being channelled through non-earmarked budget mechanisms, has reduced the scope for sectoral (and especially sub-sectoral) projects and programmes.
- The relatively short-cycle dynamics of donor behaviour makes long-term visioning of support to sector and sub-sector development difficult and inefficient.
- The true costs of compliance with modern-day international norms and standards in service delivery are, to many developing countries, hugely daunting.
- Public service reform in many developing countries has been slow, with persistent systemic problems of remuneration, leadership and inability to compete with the private sector.
- In addition, comparatively low levels of attention are being paid in contemporary development debate to supra-national institutions and the financing of international public goods.

4.3 Fundamentally the structural adjustment prescriptions of the 1980's did not get it right for veterinary services in developing countries, yet relatively little has emerged in the way of alternative delivery mechanisms since⁶. But developing country governments have also themselves often allowed essential services – including the public-good elements of national veterinary services – to decline as stretched government budgets have increasingly been reserved for salaries at the expense of operations.

4.4 A different approach is required. The institutional incentives⁷ for change, or the '*rules of the game*', need to be adjusted such that different and better veterinary service outcomes

⁴ See Holden et al, 1999.

⁵ See Dorwood et al, 2005.

⁶ The emergence of veterinary para-professionals, now recognised by the OIE, has been a welcome development, but their reach and impact is not yet universal.

⁷ As conceptualised in New Institutional Economics theory which argues, in summary, that the behaviour of organisations responds, just as in people, to the configuration of various incentives and sanctions influencing management, financing and operational decisions.

are generated through improved public policy and expenditure choices in developing countries. (Including the sourcing and allocation of external funding.)

4.5 What is very interesting about the OIE's moves to introduce evaluation of national veterinary services against internationally-agreed norms and standards is that it is creating precisely that: a shift in the institutional incentives for governments to consider, and make choices about, the scope, reach and quality of their veterinary services. (Although there is no reference to institutional incentives in project documentation.)

4.6 However, there needs to be some clarity over the strategy here, and an awareness of the potential pitfalls, if these 'institutional levers' are to have the desired effect – which is discussed further under 'Effectiveness' (4.13 to 4.17 below).

4.7 Some defining features of the OIE may also shape the relevance of such initiatives to the wider development agenda. The OIE is an intergovernmental membership organisation that has been credited for both its high standards and high levels of democracy in its decision-making. It has been ranked as one of the more 'development-friendly' international standard-setting organisations (ISSOs)⁸. (Although the effective participation of developing countries in standard-setting at the technical and scientific level remains weak in most ISSOs.)

4.8 The OIE's Official Delegates are mostly the Chief Veterinary Officers (CVOs) of its member countries. There is thus considerable ownership of this high-profile organisation, and what it stands for, by the heads of the veterinary profession. The OIE holds unrivalled sway in terms of what happens in the veterinary sub-sector. But policies and priorities articulated by the OIE's delegates, which will reflect the valid needs and scientific considerations of the veterinary sub-sector⁹, then have to be placed within the context of wider government priorities in social and economic development ... which may introduce other parameters. That is not a criticism, but a point of definition in terms of relevance.

4.9 Debate continues, also, as to the extent to which the 'gold standard' (and one-standard-for-all) norms, probably most influenced by OECD countries' trade requirements and capacities, relate to developing-country contexts, particularly where international trade in livestock and livestock products is not a driving economic force.

Effectiveness

4.10 It is too early to say whether PVS will be effective as a tool in improving the governance of veterinary services¹⁰. This evaluation therefore considers some concept design issues likely to impact on future effectiveness.

4.11 The PVS tool is now published and in use. Around thirty countries have so far completed OIE-managed PVS evaluations. The OIE acknowledges that the PVS tool will further evolve over time as it is applied in more countries and lessons are learnt. Similarly, further development and refinement was recommended in a recent analysis¹¹ of the broadly comparable IPPC Phytosanitary Capacity Evaluation (PCE) Tool, which has been in use since 1999.

⁸ See Henson et al, 2001.

⁹ See Ashley et al, 1996.

¹⁰ The purpose for which it is now presented – see World Organisation for Animal Health 'Performance, Vision and Strategy – a Tool for Governance of Veterinary Services', OIE 2006.

¹¹ See Day et al, 2006.

4.12 However, some important issues emerged during the course of this evaluation:

External evaluation, facilitated self-assessment or hoop to jump through?

4.13 There was some ambiguity among commentators – possibly reasonable at this stage – as to the underlying rationale of the PVS concept in its application by the OIE.

4.14 Its original purpose, through IICA's support to agricultural development in the Americas, was to help structure a process of self assessment, dialogue with stakeholders and collaboration between the public and private sectors. The *process* was often seen to be more important than any quantitative assessment and a fundamentally important outcome was a mutually agreed action plan for the improvement of services. It was, in that manifestation, the antithesis of an external evaluation. Certainly that is also the direction that the evaluation of public services is now assuming in some other sectors.

4.15 In its adoption by the OIE though, while evaluations are voluntary and at the request of member countries, it has become a more quantitative¹² rapid assessment of service standards, with the OIE assuming an influential external control function in the appointment of evaluators, the process to be followed, and the peer review of the output.

4.16 Some commentators questioned whether the PVS tool, developed for another purpose, will necessarily prove appropriate for its new application. The recent review of the application of PCE tool in the plant protection sector (mentioned in 4.11 above) highlighted the need to use different analytical and other tools for different functions within the broad objective of improving sector outcomes – for example improving compliance, encouraging participation in standard setting, and capacity building.

4.17 The requirement that PVS evaluations form the basis of World Bank support for veterinary capacity-building (in the context of global HPAI initiatives) adds another dimension to the tool's rationale. Commentators observed that some countries see the PVS principally as a route to and a prerequisite for obtaining donor finance. (See 4.21 to 4.23 below.)

Cause and effect: meeting standards and better prospects for trade?

4.18 From the title of the project, and from its provenance in the STDF, one assumes that the initiative is [specifically?] intended to help countries meet SPS trade requirements. That begs the evaluation question as to the robustness of cause-and-effect relationships between meeting the standards of veterinary services prescribed in the OIE *Code* and improved compliance, or ability to comply, with SPS requirements. In reality, these relationships are going to be indirect. As raised in 4.8 above, to some degree OIE norms will inevitably err towards what vets themselves would ideally like to see, which may not always represent that which is possible or likely to happen in the context of wider public policy and expenditure priorities. Indeed, commentators have suggested that even the most developed northern trading partners would struggle to reach a high 'level of advancement' against some of the PVS criteria.

4.19 In a similar vein, some of the criteria, while understandably desirable from a CVO's perspective, may not sit comfortably with broader-based perspectives on good development practice: for example independence from the political dimensions of development, or, perhaps, contemporary thinking that organisational change is a continuous process.

4.20 A lesson from experience in other sectors is that evaluation criteria can quickly become ends in themselves: by 'chasing indicators' organisations can 'pass' an evaluation, but – unless criteria are carefully and strategically crafted and adapted to context – may still not deliver a quality product. (Or *vice versa*.)

¹² Although the OIE emphasises that there is no notion of 'passing' or 'failing' a PVS evaluation.

Relationship to resources

4.21 Pivotal to the impact of other standard-setting bodies on improving the quality of public services has been the systematic availability of resources to implement organisational development strategies resulting from the evaluation process. This is mentioned repeatedly in the literature consulted. And while it was less formalised, the development of a fundable improvement programme was also at the heart IICA's original conceptualisation of the PVS.

4.22 As things have turned out, there is now a putative link between evaluation and new external funding in that the World Bank's HPAI-related support to veterinary services is to be based on PVS assessments.

4.23 However, the reality of just how thinly World Bank and other resources are going to have to be spread across many countries and multiple sectors needs to be factored in. It is not yet clear to what extent the PVS (either through OIE resources or potential partners such as FAO) is helping countries to develop capacity-building strategies and investment plans, and, if so, what resources are – in reality – likely to flow. One commentator described the Bank resources subsequently earmarked for one country, in response to a PVS evaluation, as a fraction of what is needed.

4.24 It is argued that PVS evaluations will also help make the case for increased allocations to veterinary services from national budgets. They may well. But the margin for flexibility in most developing country budgets is often small. Allocations across sectors will not be based simply on the demonstration of a positive benefit:cost ratio, but on the relative merits of public investment across multiple and competing sectors.

4.25 This is not to say that resource limitations render the PVS exercise nugatory – far from it. But it does suggest that the approach PVS pursues must be nuanced to the ways in which, and extent to which, public services more widely are being, and can possibly be, funded in developing countries.

4.26 The acceleration of the PVS initiative following the emergence of the HPAI crisis also raises the issue of capacity-building of veterinary services as an *international* public good, and what that implies for the sourcing of funds. However, that is not a matter for this evaluation.

Raising the stakes

4.27 If ...

- PVS evaluations are – if only implicitly – being associated with some formal measure of 'compliance'; and
- As is being postulated, many developing countries are going to demonstrate relatively low 'levels of advancement' in evaluations; and
- In reality there are going to be only modest resources made available for organisational development and capacity-building; and
- The correlation between PVS criteria and ability to meet SPS requirements is relatively indirect;

... is there the possibility that developing countries will be worse off than they were before? The OIE argues not, but it is a risk that needs to be managed and internalised.

4.28 That said, it is such a raising of the stakes that represents a shift in institutional incentives for change. (See 4.4 and 4.5 above.) That's a conundrum.

Assuring the quality of the PVS evaluation process

4.29 As a quality assurance initiative itself, it will be important that the process of conducting PVS evaluations is conducted to the highest possible standards of quality management, and is seen to be so. And as implied at 4.27 above, the costs of 'failing' a formal quality audit (if it ever came to that) could, potentially, be large.

4.30 Design and development of the PVS should therefore include systems to ensure the ongoing quality, impartiality and objectivity of conducting PVS evaluations.

4.31 Commentators have queried the basis of evaluator selection, and the openness and transparency of that process, and also the effectiveness of the large-group training sessions for PVS evaluators. These questions are touched on in the questionnaire circulated to selected PVS evaluators (Annexes 4 and 5).

4.32 ISO 19011 is an international standard relating to the auditing of quality management which sets out the principles of such processes, provides guidance on their management and conduct, and advice on the competence and evaluation of auditors. Commendably the OIE included a presentation of ISO 19011 principles in its training courses for PVS evaluators. But this raises the question of whether the OIE might itself submit its PVS processes for ISO 19011 accreditation. (It also reminds one that there are international standards that might equally apply to quality management systems within veterinary services themselves – ISO 9001:2000, for example.)

Catalytic role

4.33 The OIE has emphasised that the STDF grant represented only a small percentage of the cost of developing the PVS and described the STDF funds as "seed money" to develop something that is likely to contribute significantly to development in many countries. A similar theme emerged in a recent review of the World Bank's partnership with the OIE, where moderate levels of Bank finance were said to have 'leveraged' considerably greater resources from other donors. In its current Strategic Plan, the OIE refers to its role as a "catalyst", enhancing linkages between national veterinary services and financial and development institutions.

4.34 These are probably fair statements. Certainly there is currently much donor interest in the OIE, which is seen to have unparalleled influence on some important factors of international development. If the STDF grant provided a lead and showed the way for others in this regard, then it was money well spent.

4.35 If the OIE is to act effectively in the long term as a bridge between veterinary services and development institutions it will increasingly need to relate its expansion into capacity building, policy and governance issues to the analytical, operational and financial frameworks within which international development is nowadays being pursued.

4.36 Extra-budgetary funding of OIE activity (the STDF grant is an example) is also discussed at 4.53 to 4.56 below.

Efficiency

4.37 In the broadest scheme of things, if the new global 'institution' that the PVS represents can attribute its origins to the assistance provided by STDF 14 then it can certainly be said that the STDF acted strategically and that its investment was an efficient use of resources. However, the counterfactual cannot be assessed because so many other resources were also, as it eventuated, assigned to the same initiative.

4.38 It can also certainly be said that the OIE manages itself and its resources to visibly high standards with a relatively modest administration. The implementation of this project

through an existing international organisation such as the OIE, with its unquestionable comparative advantage in communicating with the world's veterinary services and its proven systems and structures, is likely to have been an efficient mechanism. However, as many other resources (including those of the OIE itself) were mobilised in pursuit of the project's objectives, and because this evaluation is not privy to those accounts, it is impossible to assess overall progress against costs.

4.39 It is difficult to see all the cause-and-effect relationships between the reported use of STDF funds and project outcomes. The project proposal anticipated that three activities would be supported by the STDF's \$37,000 grant:

- i. Travel for an expert and three candidate country representatives to examine existing tools and their adaptation for zoonosanitary purposes (\$11,600 / 31% of budget);
- ii. Travel to four African and four American countries to apply the instrument and assess its strengths and weaknesses (\$18,000 / 49% of budget);
- iii. Travel to four African countries to apply a tool for economic evaluation and cost effectiveness (\$7,400 / 20% of budget).

4.40 However, in the context of a changed environment (2.7 to 2.10 above), the STDF funds (including a €1,422 overspend covered by the OIE) were actually allocated to:

- i. Meetings with PVS developers and test applications, in Costa Rica and Miami, and other OIE/STDF meeting costs (€6,997 / 22% of spend);
- ii. A workshop in Chad [at which adaptation of the PVS to Africa was discussed with African OIE Delegates and IICA] (€4,500 / 14% of spend);
- iii. Attendance of three OIE officers at the Beijing HPAI pledging conference [where the PVS concept was championed] (€8,025 / 25% of spend);
- iv. Translation costs (€9,769 / 31% of spend);
- v. OIE administration fees (€2,423 / 8% of STDF grant).

4.41 There was therefore considerable variation between the proposed and the actual utilisation of the STDF grant. How this is evaluated depends on the STDF's take on a difficult but ubiquitous issue:

4.42 If the STDF saw its grant to represent bespoke support to a defined set of project activities, and required the recipient to track expenditure against specific deliverables from those project activities, then the grant may not have been used as intended. However that position – which has been the traditional position of donors implementing projects in development – carries with it a number of inherent inefficiencies associated with the compartmentalisation and separate management of part of an organisation's wider programme, and a rigidity that does not sit easily with changing environments or priorities.

4.43 If on the other hand the STDF saw its grant as a *contribution* towards, or support for, the implementation of an organisation's stated aims and objectives, allocated at the discretion of competent managers working within established systems of accountability, then there is less to be concerned about: the OIE clearly did prosecute the development of the PVS as intended (and more), but through a variety of different mechanisms and funding streams. (Such an approach to development finance is of course central to donors' more recent moves towards budgetary support, on a different scale.)

4.44 However ... in that the STDF should not substitute for the regular budgetary resources of its partners¹³, this raises another difficult issue: the extent to which the evaluation of veterinary services (which is programmed into the OIE's 4th Strategic Plan) constitutes an activity that would normally be undertaken as part of its regular operations.

4.45 One further point was raised during the evaluation concerning efficiency in the broadest sense, and that is whether or not a bespoke evaluation tool for veterinary services (specifically) is actually required. This in the context of there being other potentially relevant established and internationally recognised measures of quality management and their assessment – principally the ISO 9001 family of quality management standards. It is an interesting point to debate, but it was felt to be outside the scope of this evaluation.

Impact

4.46 It is too early to assess the impact of the application by the OIE of the PVS tool: that was not the aim of this evaluation.

4.47 The impact of the STDF grant to the OIE is also difficult to assess, in that it was subsumed into a much larger initiative funded from multiple sources, principally the result of unforeseen and extra-ordinary donor support to the OIE following the emergence of HPAI.

4.48 The OIE emphasises the "seed" effect of the STDF grant, and states in its current Strategic Plan that the STDF is its main "instrument of cooperation" with respect to capacity building for veterinary services. (One of the OIE's five main strategic areas.)

4.49 STDF support does help organisations such as the OIE capture - and be seen to capture - the interest of, and credibility afforded by, the global institutions supporting the development of world trade. That in itself is probably worth \$37,000. However it is impossible to say whether or not the considerable interest of both donors and developing country veterinary services in the PVS was 'levered' or 'seeded' by the STDF's involvement. It probably added confidence.

4.50 If the counterfactual of there being no additional finance provided by others had prevailed, there would have been serious questions about the effectiveness of such a small grant.

4.51 At the micro level it is difficult to attribute much of the PVS's development and roll-out to the activities to which the OIE allocated STDF 14 funds, but *attribution*¹⁴ is a largely redundant concept in a multi-donor, multi-factorial, initiative. One can reasonably say that the STDF grant *usefully contributed* to the pursuit of relevant objectives.

Sustainability

4.52 The project raises several wider issues of sustainability. While they probably do not relate directly to the STDF 14 inputs, they are relevant to the STDF's broader engagement with ISSOs.

4.53 Like many international membership organisations, an increasing proportion of OIE activity has been funded from extra-budgetary donor and other voluntary contributions. Slightly less than half of the OIE's €9.2m operational expenses in 2006 were met from member countries' regular contributions. Some €3.9m, or 42%, was funded by grants and voluntary contributions. (The balance coming from the sale of publications.) Similarly FAO, for comparison, finances some 47% of its (\$1.7bn) programme from trust funds and other

¹³ STDF 139: *Operational Rules of the Standards and Trade Development Facility*

¹⁴ 'Attribution' used here in its evaluative sense, not in the sense of publicity.

voluntary contributions. Both the OIE and FAO recognise that the current buoyancy of voluntary funding for international animal health is in part a temporary phenomenon related to the HPAI crisis.

4.54 Such high levels of dependency on grants and voluntary contributions serve to reduce the independence of international organisations, both financially and in terms of the influence its members exert on their organisation's agenda – particularly where grants are tied to specific activities and deliverables. These are big issues, much discussed in contemporary debate about the international institutional architecture of aid and development, and the funding of international public goods.

4.55 The OIE, again like other international membership organisations, wants to reduce its dependency on voluntary contributions. Yet donors ask these organisations to do more and more - and this cannot be financed without extra-budgetary support.

4.56 To an extent, there is presently something of a rush to invest in the OIE, highlighting the need for more robust dialogue between donors, and proper planning and collaboration of joint financing initiatives. In the coincident parallel evaluations of FAO and World Bank programmes, it has become clear that there was no meaningful capture of the extent and nature of the STDF's involvement in the OIE, and *vice versa*. Similarly assumptions have been made about the complementary role being played, for example, by FAO which are not actually borne out in practice.

4.57 Relating all this back to the PVS initiative, the OIE is confident that its mission can be accomplished largely as a 'one-off' effort: it aims to undertake 105 PVS evaluations over the next three years, and has now sufficient resources in the World Fund to support much of this. The PVS evaluations will link veterinary services to national or external resources, outwith the OIE's programme ... but that is an assumption which needs monitoring and management.

Other

4.58 The OIE's copyrighting of the PVS tool was raised in a number of interviews, and it is something that the OIE is discussing with IICA. This evaluation is not privy to those discussions.

4.59 Nonetheless it is normal practice for donors and development agencies to ensure (through their conditions of contract) that the outputs generated from publicly-financed activity are put into the public domain, while respecting property rights attributable to prior inputs. STDF contracts are no exception and contain clauses on intellectual and industrial property rights. However, given the multi-institutional provenance of, and support to, the development of the PVS for OIE use, the matter is complicated and probably not adequately captured in the STDF's standard contract.

5. Conclusions, recommendations and lessons learnt

5.1 This *substance* of this project was highly relevant to the STDF's aims of assisting developing countries to enhance their expertise and capacity to analyze and implement international SPS standards, and thus their ability to gain and maintain market access. Although understated in its presentation, the project's implicit emphasis on creating new *institutional incentives* for countries to perform better in this respect is as important as it is unique.

5.2 However the OIE PVS initiative makes some assumptions which may or may not hold true:

- Firstly, it assumes a cause-and-effect relationship between meeting OIE-prescribed measures of what a good veterinary service looks like and an enhanced ability to meet SPS requirements.
- Secondly, it assumes that the kind of resources (human, technical, financial, physical) required to address deficiencies will subsequently be planned and procured to support capacity-building.
- Thirdly, it assumes that most of the fixes required to develop SPS capacity will be *internal* to national veterinary services. Such internal fixes are probably necessary, but not necessarily sufficient. Fixes need to reflect broader socio-political, institutional and fiscal imperatives if history is not to be repeated.

5.3 These are assumptions which justified a more robust analysis at appraisal.

5.4 The STDF 14 project itself was poorly defined in terms of objectively verifiable indicators of progress at any level, but particularly at the level of project outputs and intended direct impacts. This made it difficult to assess the effectiveness of the project, and also led to misunderstandings between the STDF and the OIE over the use of funds.

5.5 There remains some uncertainty – at least among those interviewed – as to where the PVS initiative now sits in the continuum between its [IICA] origins as a participatory self-evaluation tool and framework for dialogue among stakeholders, at one extreme, and a formalised process of evaluating and ‘scoring’ performance against international standards (with all that that means in terms of ‘failure’, compliance and market access) at the other. However, there is no doubt merit in testing the water in this respect: it has to be something that member countries want and welcome, but it also has to mean something and create real incentives for change. No recommendation is made on this balance: it must evolve from the instrument’s application.

5.6 The project, in its implementation, probably touched the boundaries of what was permissible for the STDF to fund, in terms of supporting activities that might normally be undertaken as part of the recipient’s (an STDF partner organisation) regular operations.

5.7 The radical change in the project’s environment, after the project was commissioned, (due to the avian influenza crisis) resulted in a large influx of new donor funds to the OIE generally and pressure to expand and accelerate the roll-out of the PVS tool specifically. This effectively dwarfed both the objectives and financial contribution of the STDF project. The OIE’s use of STDF 14 funds was consequently somewhat marginal to the main thrust of the initiative (although contributed to it), and bore little resemblance to the original project budget.

5.8 The OIE should have discussed with the STDF at an earlier date the impact that these changes in the project’s external environment would have on its utilisation of STDF funds.

5.9 Nonetheless, the project’s immediate objectives were met – through a complex of OIE and other donors’ influences and resources – and the STDF contributed usefully (if not particularly strategically) as a partner in that. The extent to which the project will meet its higher-level objectives of improving developing countries’ market access can only be evaluated later. That later evaluation will need to assess, in particular, whether the PVS was conceptually a sufficient, as well as a necessary, intervention given the many other factors determining veterinary capacity in developing countries.

5.10 Given the multiple sourcing of funds and the inevitable variations in expectations between donors, there should have been more dialogue among the donors co-financing the PVS initiative. Insufficient donor-to-donor collaboration, as interest by international community in the OIE's activities increases, will ultimately compromise efficiency and effectiveness.

5.11 Given the OIE's expansion into capacity building, policy and governance issues in developing countries, aspects of this evaluation suggest a need for the OIE to engage more comprehensively with the analytical and operational frameworks within which international development is nowadays being pursued. At the micro level its project cycle management, in this case, was not up to the standards normally associated with modern donor practice. At the sectoral level the assumption that the necessary fixes are predominately internal to national veterinary services runs somewhat counter to contemporary experience. At the macro scale it must relate investment in veterinary services to the driving forces behind financing for development and the evolution of aid instruments.

Specific recommendations / lessons for the STDF

5.12 The STDF should insist on more robust analysis of intervention logic (including cause-and-effect relationships) and external risks and assumptions, and on the definition of objectively verifiable indicators of progress, before financing its projects. For small projects this of course needs to be proportionate, but such basic elements of project design nonetheless remain important.

5.13 The concept of providing 'seed' money needs to be thought through and better justified. As above, the cause-and-effect relationship between providing early pilot funding and subsequently securing sufficient resources for implementation needs to be mapped out.

5.14 Donors to the OIE, such as the STDF, need to consider the implications of increasing levels of extra-budgetary finance and do more to ensure proper, mature, donor-to-donor dialogue on collaboration and joint financing to avoid duplication of effort and inefficiency, and to reduce the administrative burden on the recipient.

5.15 The STDF should consider the circumstances in which its interventions should be defined as standalone projects, with clearly defined outcomes attributable to its intervention (as proved difficult in this case), and when more flexible and collaborative arrangements might be appropriate.

5.16 The STDF should check that its standard contract clauses regarding intellectual property rights properly reflect the requirements of collaborative work between institutes.

Annex 1

Terms of Reference for the Ex-Post Evaluation of STDF Project 14

Background

In May 2006, STDF project 14 entitled "OIE veterinary capacity evaluation tool" implemented by the World Organization for Animal Health (OIE) was completed. The aim of the project was to develop a tool to evaluate veterinary services of developing and transition countries. To facilitate this process, a tool already developed by the Inter American Institute Cooperation on Agriculture (IICA) was used as an initial reference. The veterinary capacity evaluation tool was formally adopted at the 74th Annual General Session of the International Committee of the OIE (21-26 May 2006) and was recently published on the OIE website.¹⁵

At its meeting of 16-17 October 2006, the STDF Working Group decided that project STDF 14 would be externally evaluated and instructed the STDF Secretary to make the necessary arrangements in this regard. Following consultations with STDF partners and donors, Mr Peter Bazeley was selected as the consultant for this assignment.

Description of tasks

Under the overall supervision of the STDF Secretariat, and in close collaboration with the OIE Secretariat and other relevant stakeholders involved, the consultant shall conduct an independent ex-post evaluation of STDF project 14 in accordance with the Evaluation Guidelines (**Appendix 1**). In particular, the consultant shall:

- review all available documentation related to the project- to be submitted separately to the consultant by the STDF Secretary;
- collect and review other relevant information and documentation where necessary and appropriate;
- develop - in collaboration with the STDF Secretary - a survey questionnaire containing a detailed set of evaluation questions based on the standard evaluation criteria of relevance, effectiveness, efficiency, impact, sustainability and key lessons learned;
- identify and request key identified stakeholders (OIE, IICA and STDF staff, etc.) to complete the survey questionnaire; and
- visit the OIE Secretariat in Paris (France) (**one day**) to interview OIE staff that has been involved in the implementation of the project and collect other information and documentation where necessary and appropriate;

Reporting

The consultant shall draft and submit an evaluation report in English and in the proper format (see Appendix 1) to the STDF Secretary before close of business 11 May 2007.

¹⁵ See http://www.oie.int/eng/oie/organisation/en_vet_eval_tool.htm?e1d2

[Subsequently extended due to delays in clearing the Questionnaire.] In its recommendations, the report shall pay specific attention to key lessons learned and possible follow-up actions.

Appendix 1: Guidelines for the evaluation of projects funded by the Standards and Trade Development Facility (STDF)

The STDF's Operational Rules require an independent "ex post" evaluation of all projects. These Guidelines set out a framework for such evaluations. The Guidelines draw heavily on the OECD-DAC Principles for the Evaluation of Development Assistance.¹⁶

Objective

The objective of the evaluation of STDF projects is to:

- verify whether the project achieved the objectives set out in the project document;
- identify if the project has achieved any of the higher level objectives of the Facility, e.g. a measurable impact on market access, an improved domestic, and where applicable regional, SPS situation, and poverty reduction;
- identify key lessons learned for the benefit of both recipients and donors and for future STDF programme development.

Structure

Evaluations may be conducted as "desk studies" or require the collection and review of information in the beneficiary country or region. Project progress reports will be reviewed against the project documents as approved by the STDF Workshop Group. This literature survey will normally be supplemented by survey questionnaires and/or interviews with relevant stakeholders. Other methods such as case studies or cost-effectiveness analyses may also be applied depending *inter alia* on the size and complexity of the project.

Evaluations should be typically organized around the standard evaluation criteria of relevance, effectiveness, efficiency, impact, sustainability and lessons learnt. In this regard, the following set of evaluation questions provide a framework for the evaluation process and a basis for a clear set of conclusions and recommendations. More specific questions will be elaborated within this general framework for each individual project.

Relevance

1. Was the project the right answer to the needs of the beneficiary?
2. To what extent do the needs which gave rise to the project still exist?

¹⁶ See the DAC Principles for Effective Aid (<http://www.oecd.org/dataoecd/31/12/2755284.pdf>).

Effectiveness

3. To what extent were the objectives achieved /are likely to be achieved? (Indicators of achievement should be used where applicable and refined on the basis of the specific project to be evaluated).
4. What were the major factors influencing the achievement or non-achievement of the objectives?

Efficiency

5. Were the activities and outputs delivered according to the project document (e.g. on time and within the budget)?
6. What changes, if any, were made during project implementation?
7. Was the project a cost-effective contribution to addressing the needs of the beneficiary?

Impact

8. To what extent did the project contribute to higher level objectives of the STDF programme such as a measurable impact on market access, improved domestic, and where applicable regional, SPS situations, and/or poverty reductions?
9. What real difference has the project made or is likely to have on the final beneficiaries?

Sustainability

10. To what extent will the benefits of the project continue after STDF funding ceased? Do the recipients of the project have the necessary capacity to sustain the results?
11. What are the major factors which influenced sustainability of the project?
12. Was sustainability adequately considered at the project design phase?

Lessons learned

13. What lessons can be learned from the project as to the process of project design and implementation?
14. What lessons can be learnt from the project which are of importance to the broader donor community and which should be disseminated more broadly?

Reporting

The evaluation report shall be clear, as free as possible of technical language, and normally no longer than 15 pages. It shall be written in the same language as the project documents.

Additional information shall be confined to annexes. The report shall take account of the draft OECD-DAC Evaluation Quality Standards¹⁷ and shall have the following outline:

6. Executive summary (1 page)

- Overview of the report, which highlights the main conclusions, recommendations and key lessons learned

7. Introduction (2 pages)

- Description of the policy context and institutional environment within which the project has taken place - including the role of the STDF, other donors and project partners as well as the private sector, consumer organizations and NGOs, if any
- Summary of the project including its objectives, activities, inputs (budget) and outputs
- Objective of the evaluation
- Indication of independence of the evaluator from the STDF, project partners and beneficiaries - including a description of conflicts of interest, if any

8. Methodology (2 pages)

- Explanation of the used evaluation method, its validity and reliability, including an explanation of the methods and techniques used for data and information collection and processing
- Description of the sources of information used (documentation, respondents, literature etc.)
- Description of the stakeholders consulted, their relevance, and the criteria for their selection

9. Findings and analysis (8 pages)

- Answers to each evaluation question, including findings and an analysis for each
- Overall judgement, which shall cover:
 - relevance to needs and overall context, including the extent to which the project suited the priorities and policies of recipients and the STDF
 - effectiveness - in terms of the extent to which the objectives and outputs were achieved
 - efficiency - in terms of the extent to which funding, staff, regulatory, administrative, time and other resource considerations contributed or hindered the achievement of results
 - impact - in terms of the established and unforeseen impacts
 - sustainability, i.e. whether the results of the project can be maintained over time without STDF funding or other donor support

10. Conclusions and recommendations (2 pages)

- Main conclusions following from the findings and analysis¹⁸

¹⁷ See <http://www.oecd.org/dataoecd/34/21/37854171.pdf>

- Recommendations, i.e. actionable proposals for the STDF and/or the wider donor community

11. Lessons learned

- Key lessons learned for wider use and future programme development, both on process and substance.

Dissemination

The evaluation report shall be discussed by the STDF Working Group and further disseminated through the STDF website and other fora, as appropriate.

¹⁸ Please note that any conclusions and recommendations should be based on the findings and analysis included in the previous section of the report.

Annex 2

References and Documents Consulted

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- OIE/STDF post-project correspondence on STDF14 matters, April 2007.
- STDF 139: *Operational Rules of the Standards and Trade Development Facility*; FAO/OIE/WB/WHO/WTO, undated.
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Annex 3

Persons Consulted

OIE

Bernard Vallat, Director General
Jean-Luc Angot, Deputy Director General
Alejandro Thiermann, President of the International Animal Health Code
Dewan Sibartie, Head, Regional Activities Department

WTO / STDF

Gretchen Stanton, Expert / Senior Counsellor, Agriculture and Commodities Division
Michael Roberts, Counsellor, Agriculture and Commodities Division
Melvin Spreij, Economic Affairs Officer, Agriculture and Commodities Division

Inter-American Institute for Cooperation on Agriculture (IICA)

Jim Butler, Deputy Director General
Ana Marisa Cordero, Directorate of Agriculture
Ricardo Molins, Directorate of Animal Health & Food safety

Michigan State University

Kevin Walker, National Food Safety and Toxicology Center
(Formerly at IICA)

CABI Africa

Roger Day, Director

FAO

Samuel Jutzi, Director, Animal Production and Health Division
Ahmed El Idrissi, Animal Health Service

World Bank

Francois le Gall, Senior Livestock Specialist
(During the course of another, related, evaluation)

DFID

Tim Leyland, Agricultural Trade Standards Adviser

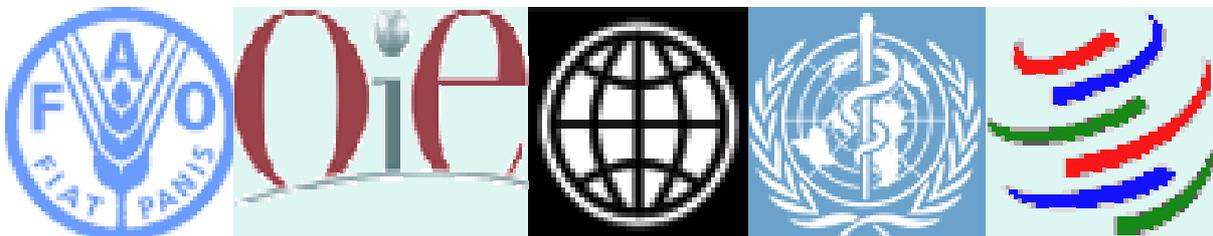
And other individuals including:

- 10 PVS Evaluators nominated by the OIE (by questionnaires, few yet returned)
- A CVO
- 3 OIE-trained evaluators
- An Ofsted evaluator

Annex 4

Questionnaire

(Results are summarised in Annex 5, following)



Standards and Trade Development Facility

Preliminary Evaluation of STDF Support to the OIE 'Performance, Vision and Strategy' (PVS) Tool for the Governance of Veterinary Services

SURVEY OF EXPERT EVALUATORS' EXPERIENCE TO DATE

Please complete this questionnaire, electronically or by hand, and e-mail or fax it back to:

Peter Bazeley (WTO/STDF Consultant)
E-mail: peter.b@zeley.com
Fax: +44 1460 75707

Kindly return the questionnaire as soon as possible, so that evaluation results can be presented to the next meeting of the STDF Working Group.

Part 1 – About You

1.1	Your name ¹⁹	
1.2	Nationality	
1.3	E-mail	
1.4	Telephone	
1.5	Fax	
1.6	What have your principal occupations / positions been over the last 5 years?	

¹⁹ Your name will not be identified in the evaluation.

1.7	How did the OIE establish your interest and availability to undertake PVS evaluations?	
1.8	What is your first language?	
1.9	In what other languages can you work proficiently?	
1.10	How many PVS evaluations have you now conducted?	

Part 2 – Your own opinions about the PVS tool

Please score each statement, as follows:

Strongly agree	Score 3
Mildly agree	Score 2
Mildly disagree	Score 1
Strongly disagree	Score 0

		Score
2.1	The concept and design of the PVS tool has been well thought through.	
2.2	The objectives and application of the PVS tool are easy to understand	
2.3	The evaluation criteria set out in the PVS tool (and in the OIE <i>Code</i> on which they are based) are appropriate measures of a 'good' veterinary service.	
2.4	Widespread adoption of PVS evaluation will result in greater compliance with international SPS standards.	
2.5	The outcomes of PVS evaluations should normally be made available to other OIE member countries.	
2.6	PVS evaluations should remain voluntary.	
2.7	<i>Not</i> undertaking a PVS evaluation implies something negative about a country's veterinary services.	
2.8	A PVS evaluation would help secure government funding of veterinary services.	
2.9	A PVS evaluation would help secure donor funding of veterinary services, if the country so wishes.	
2.10	Most developing countries, if given appropriate assistance, would be in a position to address deficiencies highlighted in a PVS evaluation within a reasonable period of time.	

Part 3 – Your experience of using the PVS in practice

(Please only complete this section if you have undertaken one or more PVS evaluations)

Please score each statement, as follows:

Strongly agree	Score 3
Mildly agree	Score 2
Mildly disagree	Score 1
Strongly disagree	Score 0

		Score
3.1	PVS evaluation criteria were easy to assess and score objectively.	
3.2	It was easy to reach a consensus with the veterinary service over scores.	
3.3	The veterinary services were keen and welcoming.	
3.4	The PVS evaluation was a positive and constructive process.	
3.5	The veterinary services were open and honest.	
3.6	The veterinary service found the PVS evaluation useful.	
3.7	Preparing for and undertaking the PVS evaluation did not excessively preoccupy the veterinary service's time and resources.	
3.8	The veterinary service had high hopes of being able to address any deficiencies highlighted in the evaluation.	
3.9	Addressing deficiencies highlighted in the evaluation would help improve the country's compliance with international SPS standards.	
3.10	Addressing deficiencies highlighted in the evaluation would enhance the country's trade prospects.	

And finally ...

May we telephone you to discuss your thoughts further, if necessary?	Yes	No
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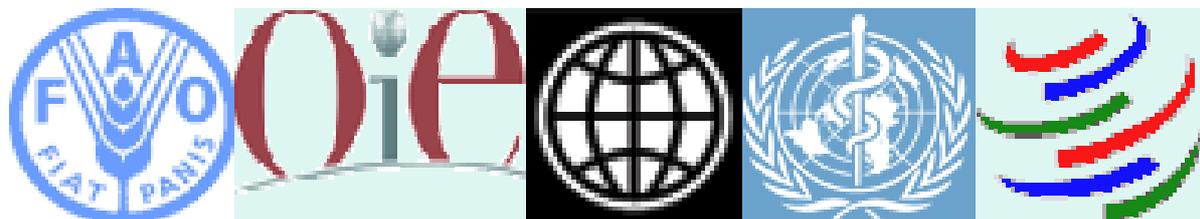
Thank you – that's all!

Please now return the completed questionnaire, by e-mail or fax, to:

Peter Bazeley
(WTO/STDF Consultant)
E-mail: peter.b@zeley.com

Annex 5

Summary of Questionnaire Results



Standards and Trade Development Facility

Preliminary Evaluation of STDF Support to the OIE 'Performance, Vision and Strategy' (PVS) Tool for the Governance of Veterinary Services

SURVEY OF EXPERT EVALUATORS' EXPERIENCE TO DATE

A questionnaire (Annex 4) was circulated to 10 PVS evaluators nominated by the OIE. One other evaluator interviewed during the STDF evaluation also completed a questionnaire. The sample was prescribed by the OIE and was more restrictive than originally planned.

7 of the 10 OIE evaluators responded, in addition to the extra interviewee.

The sample size was small, and not random, but most evaluators agreed with both the substance and process of the PVS initiative.

There was **most agreement** that:

- The evaluation criteria set out in the PVS tool (and in the OIE *Code* on which they are based) are appropriate measures of a 'good' veterinary service;
- The veterinary services were keen and welcoming;
- The PVS evaluation was a positive and constructive process; and that
- Addressing deficiencies highlighted in the evaluation would help improve the country's compliance with international SPS standards.

There was **least agreement** that:

- The outcomes of PVS evaluations should normally be made available to other OIE member countries;
- Not undertaking a PVS evaluation implies something negative about a country's veterinary services; and that
- Preparing for and undertaking the PVS evaluation did not excessively preoccupy the veterinary service's time and resources.

Aggregate answers are summarised on the following pages.

Scoring System:

Strongly agree	Score 3
Mildly agree	Score 2
Mildly disagree	Score 1
Strongly disagree	Score 0

Part 1 – About the Evaluators

1.2	Nationality	Various / no pattern
1.6	What have your principal occupations / positions been over the last 5 years?	>50% have held senior government veterinary positions
1.7	How did the OIE establish your interest and availability to undertake PVS evaluations?	75% stated previous involvement with the OIE
1.8	What is your first language?	50% English, remainder various
1.9	In what other languages can you work proficiently?	Various
1.10	How many PVS evaluations have you now conducted?	Mean = 2.5 each evaluator

Part 2 – Evaluators' opinions about the PVS tool		Mean Score
2.1	The concept and design of the PVS tool has been well thought through.	2.6
2.2	The objectives and application of the PVS tool are easy to understand	2.6
2.3	The evaluation criteria set out in the PVS tool (and in the OIE <i>Code</i> on which they are based) are appropriate measures of a 'good' veterinary service.	2.8
2.4	Widespread adoption of PVS evaluation will result in greater compliance with international SPS standards.	2.3
2.5	The outcomes of PVS evaluations should normally be made available to other OIE member countries.	1.6
2.6	PVS evaluations should remain voluntary.	2.4
2.7	<i>Not</i> undertaking a PVS evaluation implies something negative about a country's veterinary services.	1.5
2.8	A PVS evaluation would help secure government funding of veterinary services.	2.0
2.9	A PVS evaluation would help secure donor funding of veterinary services, if the country so wishes.	2.4

2.10	Most developing countries, if given appropriate assistance, would be in a position to address deficiencies highlighted in a PVS evaluation within a reasonable period of time.	2.4
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Part 3 – Evaluators’ experience of using the PVS in practice		Mean Score
3.1	PVS evaluation criteria were easy to assess and score objectively.	2.4
3.2	It was easy to reach a consensus with the veterinary service over scores.	2.6
3.3	The veterinary services were keen and welcoming.	2.9
3.4	The PVS evaluation was a positive and constructive process.	2.9
3.5	The veterinary services were open and honest.	2.6
3.6	The veterinary service found the PVS evaluation useful.	2.5
3.7	Preparing for and undertaking the PVS evaluation did not excessively preoccupy the veterinary service’s time and resources.	1.9
3.8	The veterinary service had high hopes of being able to address any deficiencies highlighted in the evaluation.	2.5
3.9	Addressing deficiencies highlighted in the evaluation would help improve the country’s compliance with international SPS standards.	2.8
3.10	Addressing deficiencies highlighted in the evaluation would enhance the country’s trade prospects.	2.4
