

Evaluation of the PVS Pathway program Final report

November 5, 2020



Table of contents

3	Executive summary
9	About this evaluation
12	About the program
18	Findings
19	Findings on Evaluation Question 1: Relevance
26	Findings on Evaluation Question 2: Design and implementation
35	Findings on Evaluation Question 3: Impact
48	Findings on Evaluation Question 4: PVS Evolution
56	Conclusions and recommendations
60	Appendices

Executive summary

Introduction

About the PVS Pathway program

The World Organisation for Animal Health (OIE) is the inter-governmental organization responsible for protecting the health of animals and, by extension, the health and prosperity of human society. The Performance of Veterinary Services (PVS) Pathway is one of the OIE's flagship programs. Since 2007, it has provided voluntary, tailored supports to 136 OIE Members (i.e., countries or territories) to externally assess the alignment of their Veterinary Services (VS) with the OIE's international standards for animal health and animal welfare, identify goals for improvement, and provide tools for supporting and monitoring progress towards these goals. A 2017 review known as the PVS Pathway Think Tank Forum identified strengths and weaknesses of the PVS Pathway, and launched the PVS Evolution to improve the program.

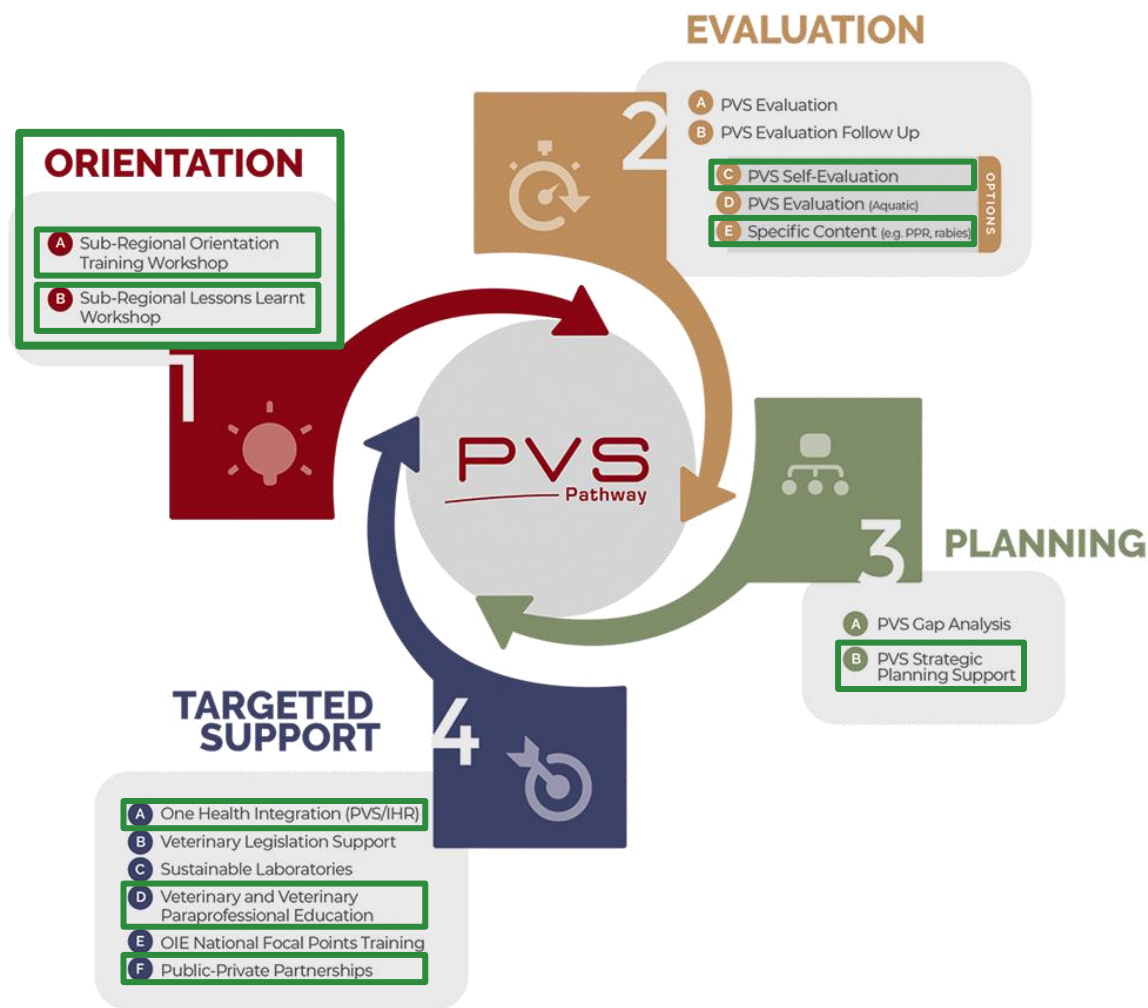
The most up-to-date version of the program, shown in the diagram to the right, is a four-stage, circular pathway which includes both comprehensive VS assessments (Evaluation and Planning stages) and more specialized missions (Targeted Support stage).

About this evaluation

The OIE is now following up on the Think Tank Forum with a deeper and more comprehensive external evaluation of the program to ensure the PVS Evolution fully meets the needs of stakeholders, in particular Members. In June 2020, Cathexis Consulting, Inc. was engaged to conduct this exercise. The evaluation investigates:

- The **relevance** of the program to Members
- The effectiveness of the program's **design and implementation**
- The program's short-, medium-, and long-term **impacts**
- How to **improve** the program (through the PVS Evolution or by other means)

Findings in this final report are based on a **review of key program documentation** (guidelines, tools, manuals, case studies, stakeholder feedback, data analyses, mission statistics, financials) as well as **40 semi-structured interviews** comprising all five key stakeholder who fund the missions; OIE staff who govern and manage the program; Members who receive PVS missions; technical partners who use the outputs; resource partners who fund the program and use its outputs; and PVS experts who deliver the program.



PVS Pathway program diagram
(adapted from <https://www.oie.int/en/support-to-oie-members/pvs-pathway>)

Key findings

Overarching finding: The story of the PVS Pathway is one of both great success and great frustration – a pervasive sense that the PVS Pathway has accomplished much but could accomplish so much more. The great success of the PVS Pathway is that it sets countries up so well for improvement; the great frustration is that this improvement so often fails to materialize. The great success of the PVS Pathway is that it generates such a wealth of data; the great frustration is that this trove is used to only a fraction of its potential. This and the following two pages provide details of the program’s accomplishments and the barriers to greater impact; the final page of the executive summary provides recommendations for capitalizing on the program’s full potential.

Findings: Relevance

- ✓ Strong uptake of the PVS Pathway program since its inception indicates that the program is highly relevant to the needs of many Members. Members appreciate the fact that PVS missions are potentially *high-reward* (they are objective, credible external evaluations that can be used for fostering trade and advocating internally and externally for more resources) and *low-risk* (they are voluntary and can be kept confidential).
- ! Uptake among high-income countries has been much less strong than among middle- and low-income countries, and there are some concerns about the suitability of the program for better-resourced countries with high-performing VS systems. In particular, the Levels of Advancement (LoAs) in the PVS Tool may not be fine-grained enough to capture gradations of high performance among advanced VS systems.
- ! The EU has had almost no uptake of the PVS Pathway program to date. This is for the reasons above as well as the EU’s own, unique reasons, namely its supranational structure and the fact that it has its own required audit process. More generally, the numerous audits that countries must undergo in order to maintain trade relationships can dissuade them from requesting PVS missions, as those missions come with financial and time costs to the country and rarely take the place of other audits. For this reason, greater uptake of the PVS Pathway program in the EU will likely require either reducing its redundancy with other audits, or clearly communicating the unique value that it adds within the crowded space of VS assessments.

“ I’m used to having audits from surveillance authorities...This [PVS] evaluation was quite different from that. It’s like they were coming to help – they are friendly guests, helping you to look at the whole system....The country is free to take and work with the recommendations or not.

-Member

Findings: Design and implementation

- ✓ The PVS program is generally seen as well designed and implemented, but there are many opportunities for improvement (see below). The PVS Tool is highly praised, but might benefit from increased attention to wildlife.
- ✓ PVS experts are appreciated for their knowledge of VS best practices as well as their ability to adapt global standards to a local context. A new crop of diverse experts is needed in order to ensure sustainability and diversity.
- ✓ The benefits of the voluntary approach outweigh its detriments.
- ✓ The holistic nature of PVS Evaluation and Gap Analysis missions is essential to the program’s value, but it is acceptable and even beneficial for Targeted Supports to be more specialized.
- ✓ Although self-evaluation may have an important supplemental role to play, the fact that PVS experts are external both to the Member and to the OIE remains important.
- ✓ The PVS program has great relevance to many, perhaps all, of the OIE’s other functions. Fully capitalizing on this connection requires fast-tracking the PVS Pathway Operational Database.
- ! PVS missions are intensive and onerous for Members. Fully virtualizing PVS missions would be unwise, but partial virtualization could be considered and might reduce the burden. Better pre-mission preparation by Members would also help; OIE could communicate pre-mission requirements more clearly. The financial cost of missions may be preventing less well-resourced countries from taking full advantage of the pathway.
- ! Allowing countries to keep their PVS reports confidential is highly problematic. But the best way forward may be to encourage and incentivize publication of at least some of the information, rather than mandating public release.

Key findings (cont.)

Findings: Impact

This evaluation relies primarily on the testimonials of Members to make a preliminary assessment of impact, according to a simplified theory of change. See the boxes at the bottom of this page for a small selection of these testimonials.

- ✓ Short-term impacts include raising awareness among country stakeholders of VS gaps and best practices, raising the profile of VS in a country, and enabling country-level stakeholders to advocate for resources both internally (their own governments) and externally (foreign donors).
 - ✓ Improvements in a country's VS can be considered the medium-term impacts of the program. The program may contribute to a number of such improvements, in particular improved legislation, laboratories, human resources, financial resources, and collaboration with the private sector and other government agencies. Members provided a number of concrete and specific testimonials of these medium-term impacts.
 - ✓ In the longer term, PVS missions may contribute to healthier and more prosperous countries: in particular, international trade may be increased and made safer, and diseases controlled.
- ! Although there are compelling examples of impact, there is also a widespread feeling of frustrated hope among stakeholders: in many cases the program has limited impact, and stakeholders feel that the program has yet to live up to its full potential for improving the animal health sector.
 - ! Many barriers get in the way of impact. In particular, countries may not fully understand the PVS Pathway and how to use it; reports may not be read and absorbed by the important stakeholders; political will to follow through may be lacking; turnover of key figures may reduce momentum; Delegates may lack the required communication and advocacy skills to push for change; and PVS Evaluation Follow-Ups may be conducted too infrequently to provide up-to-date information and to monitor progress over time. Stakeholders had many suggestions for overcoming these barriers, which have been incorporated in the recommendations.

Short-term impacts

Awareness raising and advocacy

“ We didn't know what the weaknesses and strengths of the veterinary services were. After the two [PVS] missions, now we have a good idea....[For instance] there was very low collaboration in [our country] among ministries and agencies, slaughterhouses, etc. After the mission, we know that, according to the OIE standards, we should be sharing information, and all of these agencies and ministries should collaborate.

- Member

Medium-term impacts

Improved VS

“ [Before the PVS Gap mission] our institutional arrangement with regard to Veterinary Services was under the Ministry of Health. That was a strict comment from the evaluation. Thereafter, we wrote our letter to the cabinet and the parliament, took the issue to the attention of the public hearing, and after having a thorough discussion, decided on a standalone [country] authority for veterinary service and animal control and administration.

- Member

Long-term impacts

Healthier, more prosperous countries

“ I explained to [the PVS expert], 'Please give us a task for our government: if you want to be exporters, please do such and such activities.' Together we prepared this plan and we had full finance support from our government and in result in 2015 we obtained status for nine regions of [country] free from FMD.... It was a big help for us to open the [neighbouring country] market and the market of [nearby region]...and now we have started exports.

- Member

Key findings (cont.)

Findings: PVS Evolution

- ✓ There is overall support for the PVS Evolution and its constituent components, but also some confusion about what is included within it. Some elements of the PVS Evolution are seen as a much higher priority for implementation than others. In order of highest to lower priority: Orientation Training Workshops, Public-Private Partnership supports, specific content, Strategic Planning Workshops, increased use of PVS Pathway mission report data, veterinary and veterinary paraprofessional education support, greater integration with global agendas (including IHR-PVS National Bridging Workshops), more training for PVS Pathway experts, greater engagement with regional agendas, and creating a PVS National Focal Point.
- ✓ There is great enthusiasm for Orientation Training Workshops, as they help to increase understanding and ownership of the PVS program among Members. Stakeholders also support the workshops' goal to enable self-evaluation, which could be a viable alternative to external missions in many cases.
- ✓ Public-Private Partnership supports are seen as an invaluable way of enabling change in resource-constrained settings; specific content on PPR and rabies is seen as helpful for assessing countries' progress towards global strategies on these high-priority diseases; and Strategic Planning Workshops are seen as essential for transforming technical reports into politically actionable plans.
- ✓ Increased use of PVS Pathway mission report data is a priority among OIE staff; technical and resource partners could use the data far more often for planning their projects.
- ✓ Veterinary and veterinary paraprofessional education support is seen as important, in particular for raising the skills of paraprofessionals.
- ! Greater integration with global agendas is a somewhat controversial goal: some stakeholders see this as essential while others see national-level capacity building as the priority. National Bridging Workshops are seen as useful for building the foundations of a One Health approach.
- ! Some stakeholders support creating a PVS National Focal Point position to drive forward implementation, while others feel that such a role is appropriate only for the Delegate.
- ! There is support for adopting a more regional approach, but this is rarely connected to the PVS Evolution's two "tools for regional engagement," namely Orientation Training Workshops and Lessons Learnt Workshops.

“ [The PVS Evolution] was about strengthening the ownership and participation of countries in the process – it was no longer experts flying in and applying something externally to a country.

- OIE staff

Ways forward

Overall conclusion: The PVS Pathway occupies an important niche in the broader system of VS assessment and capacity-building, in that it focuses on country-led improvement rather than externally imposed compliance. But with this approach comes formidable challenges for follow-through. Rather than undermining the unique value of the PVS program, and creating yet another system of mandatory audits, the OIE needs to find ways to exercise soft power and foster impact within the context of a voluntary program.

The PVS Evolution is, in many ways, aimed precisely at this task. For this reason, the OIE is broadly on the right track with its PVS Evolution and should forge ahead with it. This evaluation has also uncovered a number of other strategies that might increase the value and impact of the program; some of these are ways of bringing the PVS Evolution to fruition, while others are adjacent to the PVS Evolution but in its spirit. The recommendations that have the greatest potential to increase use and impact are below – pages 58-59 contain others. (Note that while findings are presented according to the evaluation questions, recommendations are organized according to cross-cutting themes.)

Key recommendations

A. Increasing uptake

- A1. Consider adjusting LoAs to more sensitively capture gradations of advancement among high-performing VS systems.
- A4. Promote PVS self-evaluation as a valuable option for high-income countries.
- A6. Use stories of impact to market the program to Members; some of these stories can come from this evaluation, while others will be collected through the new M&E strategy.

E. Core principles

- E3. Consider possibilities for partial confidentiality, such as publishing a summary version or publishing the entire report with some information redacted.
- E4. Work with resource partners to more strongly incentivize publication of reports.

F. Connection to other OIE functions

- F1. Fast-track the PVS Pathway Operational Database (“PVS database”).
- F2. Ensure that the database is accessible to a broad audience, including resource partners, technical partners, academics, and regional organizations.
- F3. Ensure the PVS database is highly usable, through such features as visual dashboards at the national and regional levels.

G. Enhancing impact

- G2. Provide Members with concrete examples of successful use of PVS outputs for internal advocacy, external advocacy, trade negotiations, etc.
- G4. Consider options for making PVS reports more easily digestible for policymakers and others, such as requiring plain-language executive summaries and ordering gaps and recommendations by priority level.
- G6. Include policymakers above the level of the Delegate/CVO in the PVS mission.
- G7. Leverage the OIE’s clout to advocate for PVS report use with policymakers above the level of the Delegate/CVO.
- G9. Consider organizing a donor roundtable as a standard step after any PVS mission.
- G10. Consider involving resource partners prior to a mission to commit resources to support post-mission implementation.
- G11. Offer Delegates/CVOs more training in advocacy and communication with non-technical, policymaking audiences.
- G12. Consider possibilities for increasing the frequency of Evaluation Follow-Up missions, such as encouraging these missions more often than every five years, working with resource partners to commit funds for missions on an ongoing basis, promoting self-evaluation, and/or piloting a simpler version of the evaluation that could be done rapidly each year.

H. PVS Evolution

- H2. Implement all elements of the PVS Evolution (with the possible exception of the PVS National Focal Point position), but give greatest priority to Orientation Training Workshops, Public-Private Partnership supports, specific content, and Strategic Planning Workshops.
- H3. More vigorously promote the Public-Private Partnership Handbook and consider the possibility of introducing a PPP-specific mission.
- H5. Continue to consult with Members about the appropriateness of creating a PVS-specific National Focal Point position; do not implement this change until there is a broader consensus that it is appropriate.

About this evaluation

Purpose and scope of the evaluation

The OIE needs an evaluation to ensure the PVS Pathway is meeting the evolving needs of stakeholders and the animal health field

The World Organisation for Animal Health (OIE) is the intergovernmental organization responsible for protecting the health of animals and, by extension, the health and prosperity of human society. With the mandate and funding of 182 Members, the OIE develops international standards for Veterinary Services (VS) and the processing and trade of live animals and animal products, provides direct support to Members to put these standards into practice, shares updates on animal disease data between countries, and publishes and disseminates scientific discoveries related to animal health.

The Performance of Veterinary Services (PVS) Pathway is one of the OIE's flagship programs. Since 2007, it has provided voluntary, tailored supports to 136 Members to externally assess the alignment of their veterinary services with OIE standards, identify goals for improvement, and provide tools for supporting and monitoring progress towards these goals. A 2017 review known as the PVS Pathway Think Tank Forum identified strengths and weaknesses of the PVS Pathway, and launched the PVS Evolution to improve the program.

The OIE is now following up on the Think Tank Forum with a deeper and more comprehensive evaluation of the program to ensure that its future iteration, through the PVS Evolution process, fully meets the needs of stakeholders, in particular Members. In June 2020, Cathexis Consulting, Inc. was engaged to conduct this exercise.

The primary intended users of this evaluation are the OIE itself (senior management as well as staff who operate the PVS Pathway), so that they can refine the program. Secondary but nonetheless important users are Members (PVS Pathway recipients, current and potential), resource partners (current and potential), and technical partners (current and potential), so that they can assess the impacts of the program and decide if they wish to contribute financially, make use of its outputs, or request supports for their country.

This evaluation focuses on relevance, design/implementation, impact, and improvement

This evaluation was designed to be a comprehensive look at the PVS Pathway, comprising the program's relevance to Members; the effectiveness of its design and implementation; its short-, medium-, and long-term impacts; and how to improve it (through the PVS Evolution or by other means). The evaluation questions that this evaluation was designed to answer are shown in the table to the right. Detailed areas of interest associated with each evaluation question can be found in Appendix A.

The Findings section of this report is organized according these evaluation questions, with the exception of the fifth evaluation question, regarding other improvements to the PVS Pathway: findings under this heading have been incorporated into the other evaluation questions to tell a more cohesive story.

Evaluation questions

1. How relevant is the PVS Pathway to the needs of Members?
2. How effective is the design and implementation of the PVS Pathway?
3. What short-term impacts has the PVS pathway made on Members, and what medium- and long-term impacts is it likely to contribute to?
4. How appropriate is the PVS Evolution for improving the program and better meeting Members' needs?
5. What else could be done to improve the effectiveness or efficiency of the PVS Pathway?

Evaluation methods

The findings in this evaluation have been triangulated from multiple sources

The findings in this report are based on two main types of evidence, summarized in the boxes to the right. Importantly, the evaluation included interviews with each of the five key stakeholder groups who are involved in the PVS Pathway and who have a stake in its success: Members, technical partners, resource partners, OIE staff, and PVS experts.

Over the course of the evaluation, the Cathexis team met weekly with an OIE Evaluation Steering Committee composed of the Head of the Capacity-building Department, Programme Manager of the PVS Pathway program, and Head of the Performance and Change Management Unit, in order to project-manage the evaluation, validate approaches, and co-interpret findings. Key deliverables (in particular, the inception report and this final report) were validated by the Evaluation Steering Committee as well as the OIE's Director General and Executive Committee (ComEx).

This evaluation leads into a second engagement between the OIE and Cathexis Consulting, to develop a Monitoring and Evaluation (M&E) framework for the PVS Pathway program. This will allow the OIE to more systematically track impact and remain responsive to stakeholder feedback into the future.

A limitation of this evaluation is that only about 10% of Members who have taken part in the PVS Pathway program were interviewed. The sample of Members was designed to be diverse in income level, region, overall satisfaction with the program, and types of missions received, but the small sample size may nonetheless result in some perspectives being over- or under-emphasized in this report. Additional feedback from Members will be needed on an ongoing basis in the future; this will be built into the M&E framework.



Review of documents and data. The Cathexis team reviewed approximately 100 key program documents and data files including:

- OIE standards, guidelines, and strategic plan
- The PVS Tool
- Manuals and procedural documents related to each PVS mission type
- Country case studies and reports on the outcomes of specific PVS missions
- Think Tank Forum results and documents describing the PVS Evolution
- Member feedback provided at kiosks and after events (e.g. Orientation Training Workshops)
- Previously published analyses of data resulting from PVS missions
- High-level statistics on PVS missions
- Financial information on the PVS program



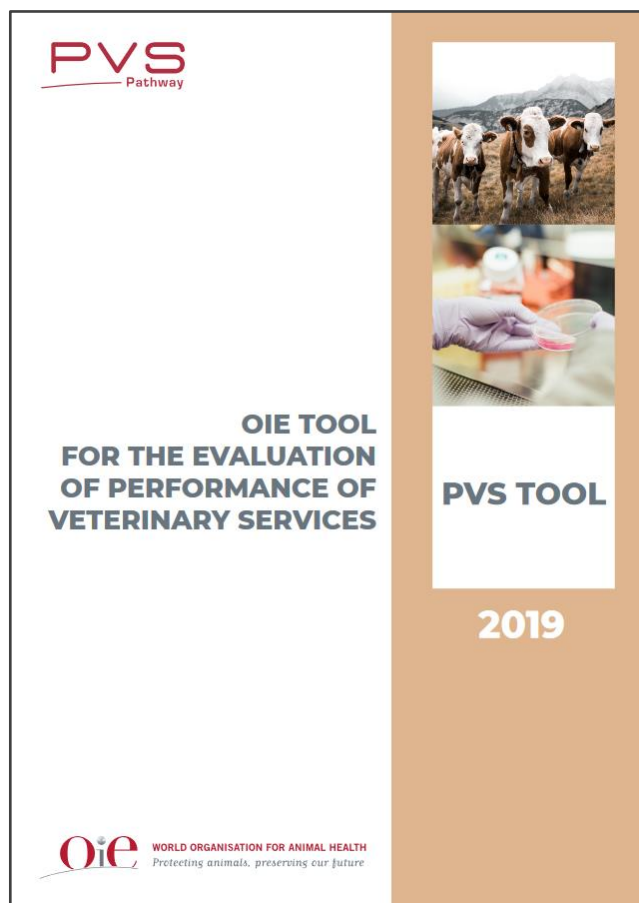
Stakeholder interviews. The Cathexis team carried out 40 semi-structured interviews (45-60 minutes) with five stakeholder groups (see interview guides in Appendix B):

- Members (n=14) who receive PVS Pathway supports. The countries interviewed were diverse in income level; in region (Africa, Americas, Asia/Oceania, Europe, Middle East); in overall perspective on the program (positive, mixed, and negative); and in types of missions received.
- Technical Partners (n=5) who use PVS outputs for their activities, including the World Health Organization (WHO), Food and Agriculture Organization of the United Nations (FAO), World Trade Organization (WTO), African Union Inter-African Bureau for Animal Resources (AU-IBAR), and West African Economic and Monetary Union (WAEMU).
- Resource Partners (n=6) who fund the PVS Pathway and may use its outputs for their activities, including the World Bank, Gates Foundation, European Commission, Global Health Security Agenda (GHSa), and Norwegian Agency for Development Cooperation (Norad).
- OIE staff (n=13) who govern or manage the PVS Pathway or who use its outputs, representing both headquarters and several regional offices.
- PVS experts (n=3) who deliver the PVS Pathway program. (One of these stakeholders had also previously been involved in PVS missions from the Member side, so spoke from this perspective as well.)

Interviewees were given the opportunity to participate in English, French, or Spanish. Of the 40 interviews, 35 were conducted in English, 4 in French, and 1 in Spanish.

About the PVS Pathway program

Purpose and history of the PVS Pathway program



PVS Tool, 7th edition

The PVS Pathway is designed to help countries better align with the OIE's international standards for Veterinary Services

The OIE designed the PVS Pathway to assess its Members' compliance with the OIE's international standards for the quality of national Veterinary Services (VS), and to help them to better align with these standards. First launched in 2007, this voluntary program is comprised of a series of steps and tools that support capacity building in Members' VS sector. The PVS Pathway is an integral part of the OIE's broader mandate for good governance, and information collected during PVS missions can contribute to a better understanding of the needs and capacities of Members among OIE staff and other organizations that work in animal health and adjacent sectors.

When the PVS Pathway first launched in 2007, it focused entirely on the evaluation of a nation's VS (i.e., assessing its compliance with OIE's standards). Over the course of several years, the program became more comprehensive and complex, with the addition of the PVS Gap Analysis mission (which identifies key gaps in VS performance) and targeted supports (which help prioritize and cost improvements). PVS Evaluation missions have always focused on assessing a country's Level of Advancement (LoA) according to a set of Critical Competencies defined by the OIE; since the beginning of the program, the set of Critical Competencies has grown from 33 to 45.

Each PVS Evaluation mission begins with an official request by an OIE Member for support. The OIE then selects 2-6 experts (out of a pool of trained, vetted PVS Pathway deliverers) with the necessary range of technical, regional, and linguistic expertise to take on the assignment. The experts conduct a mission (generally 1-3 weeks in length) using the PVS Tool (or other tool, depending on the mission type), draft a report, have the report peer-reviewed (depending on the mission), and send it to the Member for comments. In subsequent months or years, the country may request additional missions.

The OIE, through its resource partners, usually provides funding for the experts and their international travel and local accommodation (totaling approximately €34,500 on average per mission¹), while the Member usually covers the costs of domestic travel. To date, over 390 PVS missions have been conducted for 136 Members (see page 20 for more details).

1. This figure pertains to 2013-2019, the years for which financial data was available. It includes Evaluation, Evaluation (Aquatic), Gap Analysis, Gap Update, Follow-Up, 2nd Follow-Up, Aquatic Follow-Up, VLSP Identification, and Laboratory mission types.

The Think Tank Forum and PVS Evolution

The PVS Pathway program is evolving in an effort to meet stakeholders' emerging needs

In 2017, ten years after the program's inception, the OIE held a "Think Tank Forum" for the PVS Pathway. This event brought together 74 diverse program stakeholders, including Members, resource partners, technical partners, OIE staff, and PVS experts, to critically review the program's past decade and plan for its evolution. The forum identified several strengths of the PVS Pathway which must be kept in any future iteration of the program. It also identified a wide variety of opportunities for improvement: see box to the right.

A year of intense preparation and piloting followed the forum, and the PVS Evolution was launched in 2018. Not all activities that emerged through the PVS Evolution were new; many were birthed in the years prior but revisited, refined, and formalized through the Think Tank Forum and PVS Evolution. Conversely, some opportunities for improvement identified in the Think Tank Forum, such as the creation of PVS National Focal Points, have not yet been implemented.

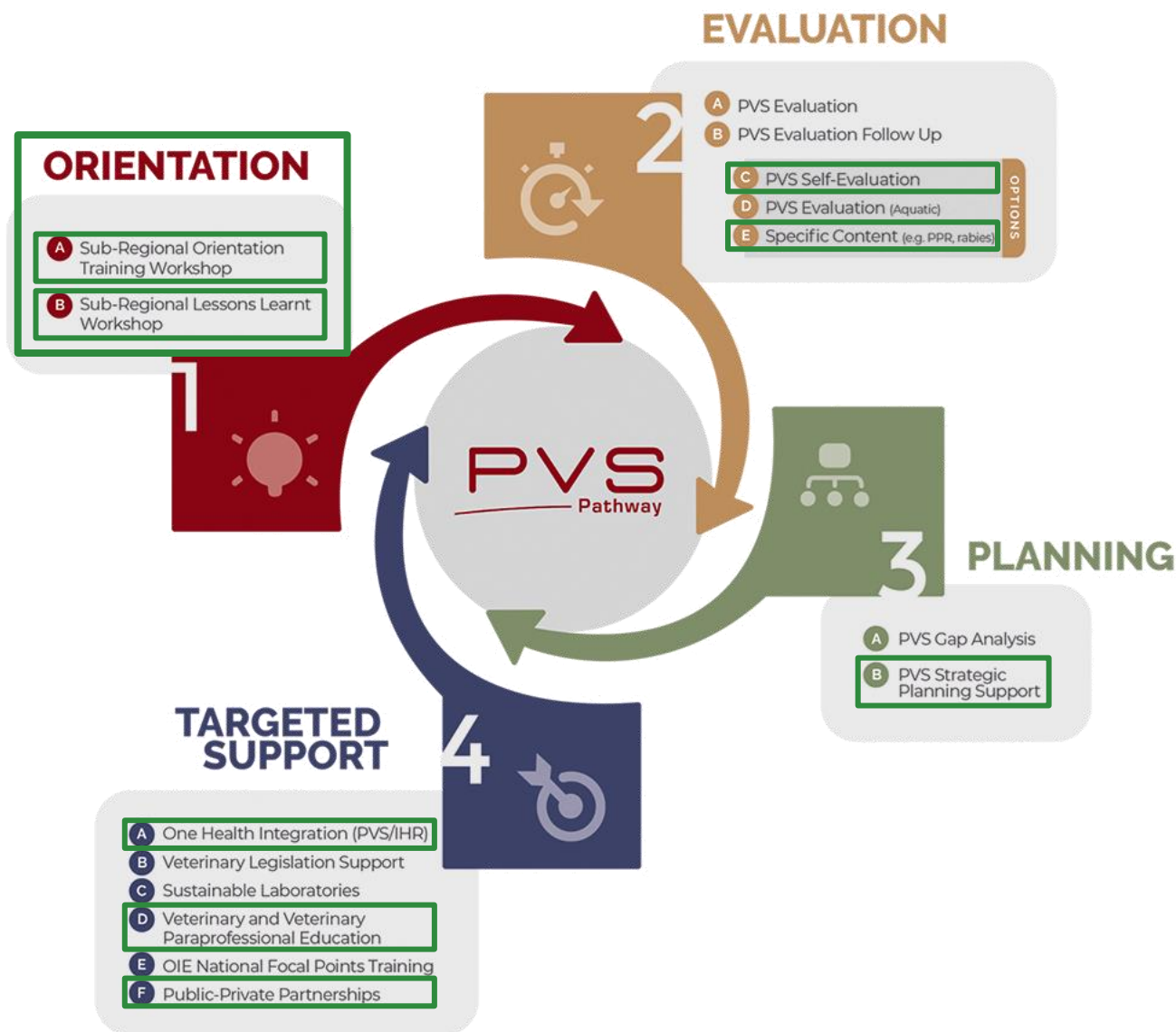
The next page provides an overview of the PVS Pathway program, and indicates which elements are considered to be part of the PVS Evolution.

Key improvements suggested by the Think Tank Forum

- Increased pre-mission orientation for Members
- Increased training for PVS experts, and expansion/diversification of the expert pool
- More support and encouragement for Members to conduct their own PVS self-evaluation
- More support for integrating PVS findings with national strategic planning processes
- The addition of specific content related to important global priority diseases
- Greater synergy with global agendas, e.g. the WHO's International Health Regulations Monitoring and Evaluation Framework (IHR M&E Framework) and the One Health approach which considers human and animal health to be inseparable
- Greater synergy with regional agendas and harmonization efforts
- Increased use of PVS Pathway mission report data
- Creation of a PVS-specific National Focal Point position at the Member level

Details of the pathway and its elements

The diagram below (created by the OIE and adapted here) communicates the PVS Pathway in its most up-to-date form, incorporating the PVS Evolution. Elements that are considered part of the PVS Evolution (which may be entirely new, or older but newly emphasized or formalized in the PVS Evolution) are shown in green boxes. Information on each of the four stages and its sub-elements can be found on the next two pages.



PVS Pathway program diagram (adapted from <https://www.oie.int/en/support-to-oie-members/pvs-pathway/>)

1. Orientation stage

This stage is new, as part of the PVS Evolution.

1a. Sub-Regional Orientation Training Workshops

The OIE has begun to organize 3-4 day Orientation Training Workshops at the regional or sub-regional level for Members who are entering or already engaged in the PVS Pathway. (OIE technical and resource partners may also be invited to attend.) These workshops have several interrelated objectives:

- To build capacity for Members to conduct their own PVS Self-Evaluation without the OIE's involvement, if they choose to do so
- To create national PVS champions: knowledgeable and engaged stakeholders that can support PVS missions as well of subsequent implementation of change
- To foster regional and sub-regional communities of practice among national VS, so that they can learn from and support each other, and collaborate with each other and the OIE on regional projects
- To identify and nurture emerging PVS experts that might become part of the OIE's pool of experts for future missions

An Orientation Training Workshop was piloted in Mexico in 2018 for Central American countries and has been organized in a few other countries since (Kazakhstan, Bhutan, Thailand, South Africa, Senegal, Ethiopia).

1b. Sub-Regional Lessons Learnt Workshops

Lessons Learnt Workshops are intended to be carried out at the regional or sub-regional level for Members that have already received PVS Pathway missions. Regional Economic Communities and OIE resource partners may also be invited to attend. These workshops have similar goals to the training workshops, but focus on exchanging lessons learned by Members through their past engagement with the PVS Pathway, understanding regional needs, and supporting regional cohesion. A Lessons Learnt Workshop was piloted for Southeast Asian countries in 2015 but, to date, this option has not been implemented further.

2. Evaluation stage

2a. PVS Evaluation

PVS Evaluation missions, which have existed since the beginning of the program, are structured assessment of strengths and weaknesses in a country's VS sector. It is always the first mission in a country's PVS Pathway engagement, providing a baseline assessment of the compliance of the country's VS with the OIE's international standards. PVS Evaluation missions use the PVS Tool, which is currently in its 7th edition. The tool outlines 45 Critical Competencies for VS within four Fundamental Components: 1) Human, physical, and financial resources; 2) Technical authority and capability; 3) Interaction with stakeholders; and 4) Access to markets. The experts engaged to conduct the Evaluation mission score each Critical Competency on a 5-point "Level of Advancement" (LoA) scale based on documents, interviews, and in-person observation during the mission.

2b. PVS Evaluation Follow-Up

PVS Evaluation Follow-Up missions occur every 3-5 years (if requested) in order to monitor a Member's progress towards improving their VS; a country can request multiple follow-up missions. The Follow-Up mission repeats in its entirety the initial PVS Evaluation mission, and also considers the initial PVS Evaluation findings and the findings of any other PVS missions that have taken place in the interim. The result is a report with updated LoA scores for each of the Critical Competencies, and a summary of key changes that occurred between the two reports. Comparing Evaluation reports with Evaluation Follow-Up reports allows the Member, as well as the OIE, to assess change over time.

2c. PVS Self-Evaluation

Members have the option of conducting a PVS Self-Evaluation by using the PVS Tool to self-monitor the performance of their VS. This has always been available as an option, but is now more directly encouraged and supported as part of the PVS Evolution. Countries including Brazil, New Zealand, P.R. China, Belgium, France, and Georgia have completed this exercise at the national level, and others (Australia and Indonesia) have chosen to do so at a sub-national (state/province) level. Although the option of self-evaluation has always existed (the PVS Tool is publicly available), the OIE has only recently, as part of the PVS Evolution, provided specific guidance to countries on how to prepare for a self-evaluation during Orientation Training Workshops.

2d. PVS Evaluation (Aquatic)

There is an Aquatic version of the PVS Evaluation mission, which was first piloted in 2009. Aquatic missions use a version of the PVS Tool with changes in Critical Competencies and LoAs to better fit the aquatic animal health context. Countries can request Aquatic Follow-Up missions as well.

2e. Specific content (PPR, rabies)

Specific content on two areas (PPR and rabies) has been drafted for incorporation into PVS Evaluation missions, as part of the PVS Evolution. These add-ons are designed to allow Evaluation missions to be better tailored to specific challenges that countries are facing, as well as to encourage Members to address these two global priority diseases. The PPR specific content was piloted in Turkey in 2017 and the methodology has now been applied in several countries. The rabies specific content has yet to be piloted.

 = part of the PVS Evolution

3. Planning stage

3a. PVS Gap Analysis

Gap Analysis missions have existed for many years. These missions guide a country through the process of making a plan for improving their VS sector. Whereas an Evaluation mission is a fact-finding exercise, a Gap Analysis mission is aspirational, identifying the country's priorities for improvement, setting targets for Critical Competency LoAs, and drafting costed strategies to meet these targets. The process encompasses five PVS Gap Analysis Pillars: 1) Trade; 2) Veterinary Public Health; 3) Animal Health; 4) Veterinary Laboratories; and 5) Management of Veterinary Services, including Regulatory Services. The final result is a Gap Analysis report that outlines a 5-year plan for meeting a VS sector's desired level of compliance, including what activities and resources (both financial and human) are required; the OIE has a Costing Tool which is used for this exercise. The report can be leveraged by the Member when petitioning their own governments or outside donors for financial support. Countries can request a Gap Update mission to carry out this exercise again if the landscape has changed.

3b. PVS Strategic Planning Support

Strategic Planning Workshops, which are a new offering that is part of the PVS Evolution, take the planning one step further, so that it is internalized by the government and integrated into the government's animal health, human health, agriculture, aquaculture, or livestock strategic planning processes. These 3-4 day workshops should ideally occur within two years of either the PVS Evaluation/Follow-Up or the Gap Analysis mission so that the country's existing PVS reports can be leveraged. During the workshop, the country develops a strategic planning template with the facilitation of experts engaged by the OIE. The country later finalizes this template, resulting in a product that is country-owned, in the national language, and branded with the government's logo. The approach used for these workshops has been piloted in Jordan, Nigeria, and Malaysia and is still being refined.

4. Targeted Support stage

4a. One Health integration (PVS/IHR)

The OIE has partnered with WHO (which has developed the International Health Regulations (IHR) Monitoring and Evaluation (M&E) Framework) to facilitate workshops that bring together the animal and human health sectors to address global health security. The workshop is an opportunity for participating countries to review their WHO Joint External Evaluations and OIE PVS Evaluations concurrently, and to develop a joint One Health roadmap for improved collaboration.

4b. Veterinary Legislation Support

The Veterinary Legislation Support Programme (VLSP) was established in 2008 to help Members identify gaps within existing veterinary legislation and establish a comprehensive legal framework. The VLSP comprises 1) a Veterinary Legislation Identification mission, to assess the current state of a nation's veterinary legislation and identify gaps; 2) a Preparatory Phase of the Veterinary Legislation Agreement, to assess whether a country has the capacity to develop a Veterinary Legislation Agreement; and 3) a Veterinary Legislation Agreement, a formal agreement signed by the Member and the OIE under which the OIE's PVS Legislation experts provide guidance for the country's legislative reform.

4c. Sustainable Laboratories

During PVS Laboratory missions, experts thoroughly evaluate a Member's network of laboratories, measure national demand for laboratory services, and identify the resources required to meet that demand. In 2018, the OIE launched the Sustainable Laboratories Initiative, which helps Members advocate for investments in laboratory biosafety and biosecurity. The project includes an update of the PVS Laboratory tool; analysis of PVS Laboratory mission data and creation of a database; and development of a portal to facilitate data entry during PVS Laboratory missions and PVS Laboratory Twinning engagements. The PVS Laboratory Twinning Programme links laboratories in different parts of the world to facilitate capacity building, especially in areas identified as gaps in PVS Laboratory mission reports.

4d. Veterinary and Veterinary Paraprofessional Education

The OIE offers targeted supports that address the education, certification, and regulation of veterinarians and veterinary paraprofessionals. This includes Curriculum and Competency Guidelines for veterinarians and veterinary paraprofessionals, to ensure that graduates will be safe and competent practitioners in their field. As part of the Veterinary Education Twinning Programme, the OIE also partners veterinary education establishments to share expertise and best practices, and strengthen curriculum content and delivery. A Veterinary Statutory Body Twinning Programme promotes similar knowledge exchange among the legal entities that certify and regulate veterinarians and veterinary paraprofessionals.

4e. OIE National Focal Points Training

National Focal Points are appointed by a Member Delegate to help fulfill obligations to the OIE. Training sessions are intended to build the capacity of these individuals on specific technical topics.

As part of the PVS Evolution, the possibility of having new National Focal Points dedicated specifically to the PVS Pathway is being considered, but has not yet been implemented.

4f. OIE Platform for the Training of Veterinary Services

The OIE Platform for the Training of Veterinary Services is a new initiative offering capacity-building activities, tools and resources.

4g. Public-Private Partnerships

As part of the PVS Evolution, the OIE offers a Public-Private Partnerships (PPP) Handbook to help Members identify and implement PPPs in VS delivery. The OIE has initiated training workshops for Members based on this handbook, and is currently working on developing a PPP targeted support option which countries could officially request.

 = part of the PVS Evolution

Findings

Findings on Evaluation Question 1: Relevance

This section summarizes findings on the relevance of the PVS Pathway program to the needs of Members. Related issues of uptake (an important indicator of relevance) and marketing (ways of increasing the relevance, or perceived relevance, of the program) are also discussed.

Evaluation Question 1: How relevant is the PVS Pathway to the needs of Members?

Key findings are as follows:

- Strong uptake of the PVS Pathway program since its inception indicates that the program is highly relevant to the needs of many Members. Members appreciate the fact that PVS missions are potentially *high-reward* (they are objective, credible external evaluations that can be used for fostering trade and advocating internally and externally for more resources) and *low-risk* (they are voluntary and can be kept confidential).
- Uptake among high-income countries has been much less strong than among middle- and low-income countries, and there are some concerns about the suitability of the program for better-resourced countries with high-performing VS systems. In particular, the LoAs in the PVS Tool may not be fine-grained enough to capture gradations of high performance among advanced VS systems.
- The EU has had almost no uptake of the PVS Pathway program to date. This is for the reasons above as well as the EU's own, unique reasons, namely its supranational structure and the fact that it has its own required audit process. More generally, the numerous audits that countries must undergo in order to maintain trade relationships can dissuade them from requesting PVS missions, as those missions come with considerable costs and rarely take the place of other audits. For this reason, greater uptake of the PVS Pathway program in the EU will likely require either reducing its redundancy with other audits, or clearly communicating the unique value that it adds within the crowded space of VS assessment.

Uptake of the PVS Pathway program

Uptake (and re-uptake) of the program has been strong, suggesting that it is highly relevant to most Members' needs

For a voluntary program like PVS, uptake is a good indicator of relevance. Missions are not cheap to countries, financially or in terms of human resource, so a country's willingness to bear these costs indicates buy-in. Even better, if a country comes back to the OIE to request another mission, this shows that the country sees the program as relevant.

By this indicator, the PVS Pathway program is relevant to most Members. A large majority of Members (140 out of 182) have requested at least one PVS mission, and 136 have completed at least one. Moreover, almost 80% of the countries that completed one PVS Pathway mission went on to complete another: 70% went on to request a Gap Analysis mission and over 50% went on to request targeted supports such as Veterinary Legislation Support Program (VLSP) Identification missions and PVS Laboratory missions. Requests for missions come from diverse parts of the world. See the tables to the right for more details about country requests for PVS missions.

There is still some room for improvement in Member uptake

Although the overall story of uptake is encouraging, some caveats need to be added:

- **Uptake is much less strong among high-income countries, and countries in the European Union (EU).**¹ The program *may* be less relevant for these countries, but the situation here is complex and controversial – see pages 22-23.
- **Some Members have not been engaged in the PVS Pathway for many years.** 80 countries that have been engaged in the PVS Pathway have not requested a mission for the last 5 years, and 19 of those have not requested a mission in the last 10 years.

The next three pages shed light on the reasons why so many countries have requested missions, as well as why some have not or have not done so in many years.

Stage	Mission type	# countries requesting
Evaluation	Evaluation	140
	Evaluation Follow Up (1 st)	69
	Evaluation Follow Up (2 nd)	9
	Aquatic	19
	Aquatic Follow Up	2
Planning	Gap Analysis	107
	Gap Update	13
Targeted Support	VLSP Identification	72
	Laboratory	19

Number of countries that have requested PVS missions, broken down by mission type, as of May 11, 2020 (Source: "State of Play" spreadsheet, 11/05/2020)

Region	# countries requesting at least one mission	# missions requested
Africa	52	195
Americas	27	77
Asia, the Far East, and Oceania	27	83
Europe (includes Central Asia)	21	58
Middle East	13	37

Number of countries that have requested PVS missions, and number of missions, broken down by region, as of May 11, 2020. (Source: "State of Play" spreadsheet, 11/05/2020)

1. In this section, the World Bank's income categories are used (<http://databank.worldbank.org/data/download/site-content/OGHIST.xls>). For simplicity, classifications from 2007, the year the PVS Pathway program launched, are used.

Ways in which the PVS Pathway program is relevant to countries' needs

Members point to many specific ways in which PVS missions are relevant to their needs

In addition to “voting with their feet” by requesting missions, Members described, in interviews, many reasons why PVS missions suit their needs.¹ In order of most to least cited, the reasons were the following:

- 1) **Trust in the international standards upon which the PVS Pathway program is based.** Members portrayed the OIE and its international standards as authoritative and credible, which made them want to better align to these standards (or at least measure their current alignment) via the PVS program. Interviewees from two Members stated that their VS agency is a relatively young organization that needs to build credibility by conforming to recognized standards.
- 2) **The fact that PVS missions are conducted by an external, neutral party.** Members felt that the OIE's status as a third party made PVS reports more credible, less politically influenced, and based on a wider body of expertise than is available domestically.
- 3) **The potential to increase trade.** Members hoped to show their PVS reports to potential trade partners as a gesture of transparency, and/or to prove that their VS is functioning effectively.
- 4) **The opportunity to advocate for more resources.** Members planned to use the PVS mission report to advocate for more resources, either internally from their own governments, or externally from resource partners.

The reasons above are interrelated, as the quotes to the right show: PVS mission reports have the potential to lead to increased trade and greater resource allocation *because* they are objective external assessments by a reputable organization with the mandate to set international standards.

There is another important way in which the PVS Pathway is relevant to countries' needs:

- 5) **The low-risk nature of the engagement.** Members appreciated that the missions are an evaluation, not an audit; the option of keeping the report confidential means that there is no risk of domestic or international embarrassment, raising alarms in trade partners, etc. Rather than focusing on potential negative repercussions, then, Members could focus on learning and improvement.

This combination of low risk (voluntary, confidential) and high reward (credible, authoritative) seems to be an irresistible formula for many Members. But see pages 30-31 for more consideration of the pros and cons of the voluntary and confidential approach.

1. The voices of Members are emphasized in this section, as they are in the best position to reflect on the relevance of the program to their needs. That said, other stakeholder groups provided similar statements about what makes the program relevant to Members.

“*The OIE...represented the norms and we needed to conform to these norms. They had a very advanced level of knowledge that we needed in order to be players in this international space.*

-Member

“*We wanted to provide a comprehensive assessment to our decision makers, to convince them, to prove our needs to them. Sometimes decision makers do not believe you, but a foreign expert is more reliable for them.*

-Member

“*We have to make sure our trading partners have...confirmation from a third party about the existing veterinary service and how strong our service delivery is.*

-Member

“*This was not an audit and therefore the risks were minimized. The gaps would not be published and there was little risk that the government could come out looking bad.*

-Member

“*I'm used to having audits from surveillance authorities...This evaluation was quite different from that. It's like they were coming to help – they are friendly guests, helping you to look at the whole system....The country is free to take and work with the recommendations or not.*

-Member

Ways in which the PVS Pathway program is not relevant to countries' needs

“*They were giving us five stars, which isn't useful to us for advocating to political bodies. We knew we were not five stars – if there was a large animal disease incident we would not be able to respond to it. We were telling them that, and they were giving us five stars. We had to insist on adding text throughout the report that supported that finding, and we still ended up getting five stars.*

- Member (high-income)

“*They provided us with practical advice – even where we got a good score. Obviously, they gave us advice at our weak points, but also advice for how to improve where we had a good score, to make it even better.*

- Member (high-income)

1. The degree to which this matters seems to depend on the way in which the country intends to use the report. If the country is planning to use the report to advocate for change, it may be important not to receive the highest mark, as this implies that nothing needs to be improved. If the country already has the resources and political will to improve, and simply needs advice on how to do so, it is not a problem to receive the highest mark, as long as recommendations for further improvement are provided. The quotes above illustrate this point.

The relevance of the PVS program to high-income countries is controversial

Uptake of the PVS Pathway among high-income countries has not been nearly as strong as among middle- and low-income countries. While 98% of low-income Members and 90% of middle-income Members have requested at least one PVS mission, just 37% of high-income countries have done so. Moreover, high-income countries do not stay as engaged after their first mission request. High-income Members that requested an Evaluation mission requested just one additional mission on average, as opposed to two for middle-income Members and three for low-income Members. Of the 18 high-income countries that have requested an Evaluation mission, only half have proceeded to the Planning stage by requesting a Gap Analysis mission, and only a third have moved on to the Targeted Support stage by requesting a VLSP or Laboratory mission.

The relevance to high-income countries is a controversial issue. The OIE portrays the PVS Tool as one that is appropriate for all countries and has been pushing this point quite vigorously. In fact, several stakeholders reported that high-income countries have been pressured into requesting PVS missions in order to prove their relevance. Several OIE staff interviewees stated that the tool should work anywhere, since it is based on international standards, and two interviewees from high-income countries reported that the tool worked well in their contexts.

Others felt differently. One interviewee from a high-income country reported that the PVS Evaluation mission had provided nil added value; another interviewee from a high-income country felt it was helpful as a self-evaluation, but not as an external evaluation. They, and other stakeholders, pointed to several reasons why the program may be less appropriate for high-income countries:

- The PVS Tool's LoAs may not be fine-grained enough to capture degrees of performance among high-performing VS systems.¹
- Developed country governments are already well-resourced, so the motivation to undergo the PVS process in order to attract foreign donors may not be there.
- Developed countries have the resources to conduct their own evaluation of VS – they do not need to rely on outside experts or foreign donations. For this reason, if they do use the PVS Tool, it would be as a self-evaluation (see page 51).

The low uptake among high-income Members indicates that most implicitly agree with the points above. **Higher uptake among these countries may depend, in part, on creating sub-levels within LoA 5, or LoAs above 5, in order to more sensitively capture the various levels of high achievement in more advanced VS systems.**

The EU presents challenges for PVS Pathway relevance

There has been almost no uptake from EU countries to date. The only EU countries to request an Evaluation mission are Bulgaria and Romania – these requests occurred in 2007-2008, in the early history of the PVS program, shortly after these countries joined the EU and at a time when they were middle-income countries. Neither country has followed up with an additional request.

Stakeholders pointed to two additional reasons, beyond the usual concerns among high-income countries, that EU countries have not requested missions:

- **The EU already has its own system of VS audits**, through the European Commission's Health and Food Audits and Analysis (DIR-F). Unlike the PVS Pathway program, this is a mandatory, legally binding process. With the burden of preparing for and hosting these audits, in addition to third-country audits for trading outside the EU, it is difficult to justify requesting a PVS mission that does not replace any of these other inspections. One stakeholder also argued that the DIR-F audits, being designed for high-income countries, set a higher bar for VS than the OIE's PVS Tool – this echoes statements that the PVS Tools LoAs are not sensitive enough for very advanced VS systems (see previous page).
- **The PVS Tool is not designed for the EU's context, namely its supranational system** wherein VS governance is partly at the level of the EU rather than entirely at the national level. One stakeholder also said more generally that the PVS Tool ought to better take into account federated and decentralized VS systems.

“*The appetite of the [EU] member states is not huge because there are so many inspections and audits and evaluations not only from within this EU system but also from [third-country] trading partners...The PVS unfortunately does not replace those many different systems – it would be seen as an additional burden that would not really bring a lot of benefit.*

- Resource partner

Despite these challenges, there is some indication that EU countries do wish to continue discussing with the OIE how the PVS program might be made relevant to them. Stakeholders indicated that, in order to be relevant to the EU, PVS missions would need to:

- **Reduce their redundancy with other audits.** This would be achieved if the DIR-F required less frequent audits for countries with positive PVS findings, if a hybrid DIR-F/PVS mission could be arranged, or if third-countries would require a less intensive inspection for countries with positive PVS findings.
- **Take into account the EU's supranational system** – perhaps by evaluating the EU's DIR-F and each EU countries' VS at the same time.

Alternately, the OIE might consider the **ideal EU engagement with the PVS Pathway to be PVS self-evaluation**. Some EU countries have carried out self-evaluations, and one that we interviewed reported that this was fairly helpful; they appreciated the PVS Tool's holistic, improvement-oriented approach (see quote, below right). Indeed, what the PVS Pathway program has over DIR-F's audits, and any other audits, is precisely this emphasis on country-led improvement, as opposed to externally imposed compliance. This may be the added value that the EU could gain from the PVS – but making the time and space for such an optional exercise might require reducing redundancy with other audits.

“*We were open to [doing a PVS self-evaluation], because it's a different tool to evaluate our work...OIE is focused on, 'How advanced are you, is your country implementing as far as possible?' In Europe we look at, 'Are we implementing everything that is necessary to implement?' But you don't look further...PVS can improve your system, even if you don't have to, even if there is no legislation that makes you do it.*

- Member that is part of the EU

There are some practical barriers to uptake

Although a perceived lack of appropriateness for developed-country contexts appears to be the most common reason why countries choose not to request a mission, practical considerations also come into play.

Financial cost is the largest of these. Although donors typically pay the large majority of the costs for small or low-income countries, the country does usually cover local logistics. This can be a considerable burden for a small or low-income country, enough to dissuade them from having missions frequent enough to provide regular monitoring of progress (see page 44) or to proceed through the entirety of the pathway rather than stopping at an Evaluation or Gap Analysis mission. One stakeholder pointed out that it is important for countries to bear some of the cost, to ensure that they are serious about the mission and plan to use the outputs. It should be said, however, that the cost in local staff time is large enough that it seems unlikely that a country would request a mission on a whim.

The **burden on local staff** can also be considerable, not only during the mission but beforehand – see page 28.

Related to this is the issue of **redundancy of audits**: although a favourable PVS report can be beneficial for trade, potential trading partners will generally still require their own audit. In this case, the PVS report may not bring enough added value to justify the cost. Countries may also have their own internal audits.

The **COVID-19 pandemic** has put a stop to PVS missions for the time being. While missions will certainly resume once the pandemic subsides, this stoppage represents six months (and counting) of lost opportunities for PVS missions; one stakeholder warned that this could have long-lasting negative impacts on the PVS program if it continues much longer. Virtualizing the PVS Pathway program is one option to move forward during the pandemic, but this would not work for all mission types – see page 28.

Marketing the PVS Pathway program

There are opportunities to improve the marketing of the PVS Pathway program

There is no consensus on how well the program is currently marketed. Some OIE staff stated that it is marketed very extensively and effectively, or perhaps even over-marketed (after all, most Members have requested at least one mission). Others reported that the program is barely marketed at all: there is little promotional material beyond a brochure, a business case, and videos, and funding that donors have committed to the PVS program is sometimes forfeited as no Members who want missions can be found in time.

Whatever the effectiveness of current marketing efforts, there are clearly opportunities to improve it. Interviewees suggested the following ways forward:

- **Make use of the new Orientation Training Workshops** to generate enthusiasm for the PVS Pathway program among attendees.
- **Use changes in the PVS Pathway program as an opportunity re-engage** with Members and market it to them. The PVS Evolution was good for this purpose, and any future changes (or roll-outs of specific PVS Evolution elements) could be leveraged in this way.
- **Use stories of successful engagements** and impact. This is already done to some degree in the OIE's communication products, but information on impact in this evaluation report (see pages 38-40) and in the M&E framework that will follow can yield many more success stories and nuanced descriptions of impact that could entice countries to take part.
- **Focus marketing efforts on the Member Delegates, with different messaging depending on the Delegate's career stage.** For new Delegates, focus on the PVS as a way of setting direction and boosting the VS's profile; for mid-term Delegates, focus on the PVS as a monitoring and evaluation tool to take stock of where they are at and chart the course ahead; for Delegates near the end of their term, focus on the PVS as a way of building their legacy and planning their succession.
- **Continually engage with Members** to learn their needs and to adapt the PVS program to those needs. Interviewees pointed in particular to large federated countries such as P.R. China, Russia, and the US, which have not requested any PVS missions and which may need the PVS Pathway adapted to their specific administrative structures.
- **Engage with resource partners as marketers themselves**, not just the targets of marketing. For instance, one large resource partner that the Cathexis team interviewed reported that they promote the PVS program quite enthusiastically to the countries they support; the OIE might work with other resource partners to convince them to do the same.
- **Continue to organize PVS kiosks** at OIE General Sessions.

Marketing to high-income countries, and to countries in the EU, may require specific approaches – see the previous two pages.

Findings on Evaluation Question 2: Design and implementation

This section summarizes findings on the design and implementation of the PVS Pathway, including mission logistics and practicalities, the role of PVS experts, and core principles of voluntariness, confidentiality, and holistiness. The connection of the PVS program to other OIE functions and programs is also considered.

Key findings are as follows:

- The program is generally seen as well designed and implemented, but there are many opportunities for improvement (see below).
- The PVS Tool is highly praised, but might benefit from increased attention to wildlife.
- More OIE staff devoted to PVS may be needed to keep up with the demand for missions and conduct the follow-up work necessary to ensure impact.
- PVS missions are intensive and onerous for Members. Fully virtualizing PVS missions would be unwise, but partial virtualization could be considered and might reduce the burden. Better pre-mission preparation by Members would also help; OIE could communicate pre-mission requirements more clearly.
- The financial cost of missions may be preventing less well resourced countries from taking full advantage of the pathway.
- PVS experts are appreciated for their knowledge of VS best practices as well as their ability to adapt global standards to a local context.
- A new crop of diverse experts is needed in order to ensure sustainability and equity.
- The benefits of the voluntary approach outweigh its detriments.
- Allowing countries to keep their PVS reports confidential is highly problematic. But, the best way forward may be to encourage and incentivize publication of at least some of the information, rather than mandating public release.
- The holistic nature of PVS Evaluation and Gap Analysis missions is essential to the program's value, but it is acceptable and even beneficial for Targeted Supports to be more specialized.
- Although self-evaluation may have an important supplemental role to play, the fact that PVS experts are external both to the Member and to the OIE is very important.
- The PVS program has great relevance to many, perhaps all, of the OIE's other functions. Fully capitalizing on this connection requires fast-tracking the PVS Pathway Operational Database.

Evaluation Question 2: How effective is the design and implementation of the PVS Pathway?

Overall design and implementation

The PVS program and tool are generally seen as well designed and implemented

Interviewees from each stakeholder group were positive overall about the design and implementation of the PVS program. A survey administered in 2015 to 119 Members that had undergone a PVS Evaluation mission showed fairly high levels of satisfaction: 98% of respondents rated the overall experience as “good,” “very good,” or “excellent.”

The PVS Tool, which is integral to the PVS Pathway program, was praised by most interviewees; stakeholders described it as well-honed, credible, authoritative, and comprehensive. It is telling that the PVS Evolution, which has introduced and formalized so many new pieces of the program, includes only a minor revision of the PVS Tool: participants in the Think Tank Forum described it as “robust, stable, effective and covers the full veterinary domain.”

Interviewees did provide a few suggestions for additional variables that the tool should assess. In particular, inspired by the COVID-19 pandemic, several interviewees wished the PVS Tool paid more attention to disease among wildlife, and one mentioned that it should include attention to wet markets of the sort that are believed to have precipitated the pandemic. Other changes that might benefit the PVS Tool would be:

- A greater emphasis on production (e.g. livestock breeding), rather than just VS
- A more pragmatic assessment of import restrictions – i.e., one which is not so risk-averse, and balances the need for safety with the need to allow trade.

Some stakeholders are also unsure of the appropriateness of the tool to high-income countries and highly advanced VS systems – see pages 22-23.

“We have started to invest in PVS because we believed it was such a useful tool, and it has continued to be that for us, and represents a very critical component of how we improve systems of animal health across the world.

- Resource partner

“This [PVS] tool is the most brilliant tool I have ever seen, to be frank. ...[The PVS report] is a golden document.

- Technical partner

“This is a very valuable program for OIE, and I really would love to see it grow and have more impact.

- OIE staff

Governance, management, and staffing

Although asked, OIE staff interviewees did not share extensive feedback about the governance, management, and staffing of the PVS program, except to say that it is generally going well. The only major piece of feedback was that the program would benefit from more staff. A larger staff might be needed in order to:

- 1) Provide the kind of ongoing engagement with Members that may be required for them to follow through on PVS mission results (see page 46);
- 2) Handling spikes in mission requests, such as the spike that occurred in 2018-19 and the one that may occur post-pandemic due to pent-up demand; and
- 3) Ensuring that missions are organized promptly after a Member requests them.

Hiring PVS-specific staff at OIE regional offices would enable the kind of regional approach to post-mission engagement that many stakeholders advocate – see page 55.

Mission logistics and practicalities

There may be ways to reduce the considerable burden of hosting a mission

Although stakeholders generally felt that the practicalities of missions are handled well, there are some concerns about **how intensive and burdensome missions are**. Missions are generally 1-3 weeks long; considering the comprehensiveness of the PVS Tool and the need (or preference) to visit many different sites in person (e.g. laboratories, farms, different regions of the country, etc.), stakeholders reported that this makes for a very busy, onerous, and exhausting few weeks for both external experts and local staff. The preparation required beforehand is also intense: one OIE staff reported that an entire person-year of staff time (i.e. 1.0 FTE for a year) on the Member's side was needed to host a particular Gap Analysis mission, and a Member reported that at least 5-6 local staff are required to successfully host a mission and handle tasks such as collecting required documents and translating them.

Simply lengthening missions in order to make them less intensive would likely be unwise, as this would increase costs for resource partners and the Member, and make it more difficult to recruit experts and local staff who are able to commit so much time. A better way to reduce the burden, suggested by a few stakeholders, might be to **fully or partially virtualize missions**. The idea of virtualizing missions has acquired new currency and urgency during the COVID-19 pandemic, but there might be benefits even in non-pandemic times. Virtualizing missions would eliminate the costs of international travel, hotels, and per diem (thus reducing costs for resource partners, or Members if the mission is self-funded, by about 45% on average¹). It would also eliminate most financial costs for the Member, though not the “hidden” costs of staff resources.

That said, there is some skepticism that virtualization would work. The on-the-ground nature of the PVS missions was praised by OIE staff and Members alike, to the point that it could almost be described as a core principle of the program. A hybrid virtual/in-person model could be attempted, in which some meetings occur virtually before the mission, and the mission time is used only for activities that must be done in-person.

Another concern voiced by some stakeholders is the **difficulty of pre-mission preparation**. Members do not always realize how much time and manpower it will take to gather all of the Pre-Mission Documents. If the requested documents are not delivered beforehand, this can result in a more onerous mission (as local staff must scramble to locate and translate documents during the mission) or, worse, a shallower and perhaps less accurate assessment of the country's VS.

A few practical suggestions were offered for fixing this problem:

- Be very clear early on with Members about how much time and effort it will take to assemble the required documents, and the importance of doing so before the mission, so that they can devote adequate staff time to it.
- Create an online tool that can be used by multiple users to check off which documents have been collected; this could be used by PVS experts, local staff, or both.
- Have the PVS expert team consult more closely with a national VS expert before the mission to understand the basics of the country's VS.

One high-income Member saw this period of pre-mission preparation as an opportunity, not just a burden. The preparatory phase lasted an entire year, involved some 300 people (national/local government, farmers, etc.), included extensive stakeholder training on the PVS program and the OIE's standards, and resulted in a comprehensive understanding of the current state of VS – in other words, it became a (self-) evaluation and capacity-building exercise unto itself. This made for a very valuable engagement, but might not be feasible for a less well-resourced country. One suggestion to ease this process was to ensure that communication and promotional material, including videos, are available in different languages.

“ One of our main points of difference is the thorough field component, of having a look at sites, border crossings, laboratories – going out there and viewing, observing, speaking to people in contact with animals. You can't replicate that electronically.

- OIE staff

1. This is based on financial data from 2013-2019, averaged over all mission types.

Role of experts

“ *OIE...sent to our country real experts who have real practical experience. Other organizations can send some office person who has never visited farms.*

- Member

“ *The search for solutions was very contextual....It was not an external model. The solutions were negotiated together and they were adapted to suit our situation.*

- Member

PVS experts bring global standards to the national level

Members generally spoke highly of the experts who deliver the program. They appreciated not only experts' knowledge of international best practices (i.e., the OIE's VS standards) but also their ability to adapt that knowledge to local realities. Members praised experts' practical experience in VS, willingness to work in the field and not just in an office, ability to collaboratively adapt their findings and recommendations to the country's unique realities, and genuine interest in how the country's VS operates.

The few criticisms that were voiced centered on an expert's inability to understand the local context; this is obviously a skill that Members feel is essential. One Member also felt that the expert had not asked enough clarifying questions during the mission itself, which resulted in misunderstandings that had to be corrected later in the report.

Members, OIE staff, and PVS experts themselves pointed to a few areas in which existing experts may have knowledge gaps and could benefit from more training. These areas are:

- The PVS Pathway's financial tools
- The “new” PVS Pathway (i.e., the PVS Evolution, with its four-step circular pathway)
- International trade frameworks, such as Trade Facilitation Agreements and World Trade Organization rules
- How to consider wildlife and horses in PVS missions

A new generation of diverse experts is needed

Several stakeholders stated that the PVS Pathway program needs to recruit a new generation of experts. There are two reasons for this:

- **Sustainability.** Stakeholders reported that there are currently too few experts in the pool, and most of them are close to retirement (in fact, they have already retired from their full-time jobs, which is what makes it possible for them to take part in lengthy missions abroad).
- **Diversity.** Stakeholders wish for a more diverse group of experts. Older white males are said to be overrepresented in the current expert pool, and stakeholders in particular would like to see more experts from the Global South. Stakeholders explained that this is not only a matter of equity but also efficacy: the expert pool must continue to be geographically diverse enough to be able to recruit at least one expert with experience in the country or sub-region where the mission is taking place. There was also a suggestion to recruit experts from the private sector and/or those with experience in government.

Beyond recruiting a new generation of experts, another way to create more sustainability and stability in the pool of experts would be to employ a small number of experts as full-time, internal OIE staff. This was suggested by just one stakeholder, however, and might make it difficult to have the necessary diversity of expertise, language abilities, geographical experience, etc.

Core principles

Four core principles of the PVS Pathway program are commonly identified in the OIE's documents. Although often described as inherent and unchangeable elements of the program, in this section we consider each critically and assess its pros and cons.

The four core principles are that PVS missions are voluntary, country-led, confidential (if desired), and holistic. "Voluntary" and "country-led" are discussed together in this section, as they are closely related, and an additional principle—the fact that PVS missions are conducted by an external body—is discussed as a possible core principle.

Core principle: Voluntary and country-led

Currently there is no obligation for a country to take part in a PVS mission; it is entirely the country's decision to engage frequently, infrequently, or not at all. Along with this, the process is country-led: the country requests the supports it believes it needs, and the process is designed to help the country to improve, or to show the strengths it already possesses, rather than to satisfy requirements.

Interviewees pointed to several key advantages of this voluntary approach. A voluntary, country-led program:

- ✓ fosters more buy-in among countries, as they know the program is for their own use and is not externally imposed
- ✓ creates a more collaborative relationship between the OIE (or PVS experts) and the Member, since their interests (improving the country) align

Although all OIE staff but one agreed with the principle of voluntariness, they did point to several disadvantages that need to be acknowledged. A voluntary, country-led program:

- ✗ discourages follow-through on findings and recommendations, as there is no obligation to act on the report and no penalty for any negative finding.
- ✗ allows countries to go many years between missions, or to not undergo missions at all, making it more difficult to monitor countries' progress (or regress) in compliance with OIE international standards.

Almost all interviewees who spoke to this issue (these were mostly OIE staff, but also included a few others) felt that, on balance, **the benefits of the voluntary approach outweigh the detriments**. Only one stakeholder opposed the voluntary approach, on the grounds that it gives countries carte blanche to ignore recommendations; according to this individual, resource partners will eventually stop funding PVS missions if there is no obligation for countries to act on the results.

One other point to consider is that while the process is ultimately voluntary, the OIE does strongly encourage, and perhaps even pressure, countries to take part. While some stakeholders did not like this approach, it might be the best compromise between a voluntary and an involuntary program.

“*I'm a strong defender of voluntary, because I think...sometimes you need soft power to get people to do something. Then they do it on purpose, they have buy-in and it will be sustainable. Otherwise, when the pressure goes off, people don't integrate it.*

- OIE staff

“*The veterinary service, in reality, did not improve, because the decision after the two missions was to keep the report confidential. The decision, I think, was not okay, because the decision prevents the veterinary service in [my country] from benefitting from international funds and support from donors.*

- Member

“*If countries ask for a PVS mission to be undertaken, they should allow the publication. If it's a public good and funded by public resources, it should be shared.*

- Resource partner

“*What we have seen recently is that we have a shared responsibility for global health security. And then it's difficult to accept the fact that the country can just say, 'You know what, I don't want you to know what I can do and what I cannot do.'*

- Technical partner

Core principle: Confidential

Currently, Members can choose who, if anyone, can see their PVS mission reports. The OIE encourages countries to release the reports publicly on the OIE website, but some countries choose to share them only with technical and resource partners, and other countries keep them entirely confidential. This contrasts with mandatory audit processes such as the EU's DIR-F audit and the WHO's IHR Joint External Evaluations (JEEs).

Stakeholders pointed out some advantages to allowing countries to keep their reports confidential:

- ✓ It allows countries to be more honest with the PVS experts about weaknesses in their VS – this might make for a more complete and accurate report.
- ✓ It makes it more attractive for countries with low-performing VS to take part, as they do not need to fear any negative repercussions (embarrassing the country, hampering trade negotiations) from an unflattering report.

Stakeholders also pointed to serious liabilities to this approach:

- ✗ It shows a lack of transparency. In some cases the PVS report is the only information that exists about a country's VS; if it is not released, the international community has no information at all. As one technical partner argued, this is unacceptable from a health security perspective, a fact which is especially apparent in the era of COVID-19. (It will be interesting to see if, in a post-pandemic world, resource partners are willing to fund PVS missions without a guarantee of public release.)
- ✗ It allows the country to not follow through on the report's findings, as no one can see what the experts have recommended or the gaps that have identified.

- ✗ It makes the report useless for the purposes of trade negotiations, as foreign countries cannot view it, and for advocating for external resources, as donors cannot view it – these are two of the most important impacts of the program (see page 38).
- ✗ It hampers analytical efforts by the OIE's technical partners to understand trends in VS among the world's countries.

Stakeholders tend to feel that the cons of confidentiality outweigh the pros, but also acknowledge that it would be difficult to mandate public release. To date, the way that the OIE has navigated this dilemma is to give confidentiality as an option, but to strongly discourage it, on the grounds that releasing the report is actually in the country's best interest. This approach seems to be working: stakeholders reported that progress has been made already in persuading countries to voluntarily release their reports, and indeed most mission reports are now released at least to partners and donors.

Stakeholders suggested a few other ways forward on this issue:

- **Require publication of *some* information.** For instance, a summary could be publicly released, while the country keeps the detailed report confidential if it wishes. Or, the entire report could be published, but the country can redact any sections that it considers sensitive.
- **Incentivize publication.** Resource partners might agree to finance a mission if (and only if) the report is publicly released; the country would need to pay the entire cost of the mission if it intends to keep the results confidential. Alternately, a resource partner might guarantee funding for addressing gaps that are identified, but only release that funding if and when the report is published.

Core principle: Holistic

The PVS Pathway program is intended to offer a comprehensive look at all relevant aspects of a country's VS. While the Targeted Support stage includes more specialized missions (e.g., ones focused just on laboratories or just on legislation), Evaluation and Gap Analysis missions are holistic by design. Even specific content on PPR and rabies (see page 52) is intended as an add-on to an existing, comprehensive Evaluation mission, rather than a specialized mission unto itself.

There is a good deal of support for this approach, with Members, OIE staff, and technical partners all pointing to the all-encompassing nature of Evaluation and Gap Analysis missions as a key virtue of the PVS. The holistic approach is seen as essential because a VS system with strong fundamentals is necessary to prevent the cross-border spread of animal disease, or respond to any other threat that arises. One stakeholder also pointed to the existence of silos in the animal health sector, similar to the human health sector, which a comprehensive mission can help to break down.

Of course, the holistic approach also means that it is difficult to examine any one issue in great depth. There is some tension between, on the one hand, the core principle of comprehensiveness and, on the other hand, the recent proliferation of more specific, targeted offerings such as those targeting aquatic animals, legislation, laboratories, etc. Some stakeholders did suggest creating a wider variety of specialized missions to dig deeper into specific issues – for instance, one resource partner suggested that having a 'beef mission' would be useful for fostering trade in this important commodity. However, the important point is that these specific missions would need to come *after* the general missions (Evaluation, Gap Analysis). In other words, the approach that the OIE is currently taking is probably a wise one: maintain the essential holistic nature of the PVS program by having generalized missions first, but give countries the option of more specific evaluations and supports thereafter.¹

“*It was very interesting that they had meetings not only with veterinarians, They met with livestock producers, with people from rural territories, they met with our scientists, they visited our university, our college. They tried to do an evaluation of the whole system for veterinarians.*

- Member

“*The [disease-]free status of a territory is not only because you have no positive sample, it's also because you can control the borders, to control the import of products or live animals, because your laboratory network is well organized in your territories without blank zones, etcetera, etcetera...That's why the holistic approach is important.*

- OIE staff

“*After the general follow-up [mission], maybe the next step is another follow-up that will dig deep....When we do PVS Evaluation, we can only scratch the surface, the superficial on this. If we dig deeper, we can find out why countries have gaps here.*

- OIE staff

Core principle: External

Although not mentioned in the OIE's documents as a core principle, the fact that PVS missions are *external* assessments was described as a key principle by many Members, OIE staff, and one PVS expert. The fact that the missions are carried out by foreign experts, based on international standards, ensures the objectivity of the report, eliminates political influence, and brings fresh ideas to the country. By lending credibility to the findings, it enables the reports to be used for both internal and external advocacy.

One OIE staff went further, arguing that it is important not only for the experts to be external to the country but also for them to be external to the OIE itself. This staff also maintained that a standard-setting organization such as the OIE must not be “both the referee and the football player”; using external experts ensures that this remains the case.

All this said, there is also some interest in PVS self-evaluations, in some circumstances and for some purposes. Such evaluations are external only in the sense that they are based on the OIE's international standards. See page 51 for more information on the role that these self-evaluations might play.

1. The one exception to this rule is PVS Evaluation (Aquatic) missions, which are part of the Evaluation stage. However, to date, no Member has undergone a PVS Evaluation (Aquatic) mission without having first completed the more general PVS Evaluation mission.

Connection to other OIE functions and programs

The PVS program has an important role to play in many other OIE functions

OIE staff spoke strongly about the central role that the PVS should play in most or all of the OIE's activities; as a comprehensive data-gathering exercise at the national level, it measures the capacity of Members to respond to a wide variety of animal health-related issues that the OIE tackles, and thus provides a wealth of useful information for other programs. Stakeholders stated that the PVS has an important role in particular in the Observatory and in the Status department (see boxes below), and also in:

- The OIE's contribution to **global strategies on specific diseases and issues** such as AMR, PPR, and Foot-and-Mouth Disease (FMD); PVS Evaluations assess a country's ability to control diseases and threats such as these.
- The OIE's work on **emergency preparedness and response**; PVS data has been used to assess emergency risk based on Members' current level of VS performance.
- The brand-new **Global Burden of Animal Diseases project**, which assesses the economic impact of animal disease; PVS Gap Analysis reports interface with this by making an economic case for investment in VS.

Staff see the PVS making important contributions, in these and other areas, and reported that the connections are stronger now than they were in the past. But they also feel that there is a need for improvement; see next page.

“*I see [PVS] as a backbone for many activities in the OIE... That's our main entrance point. If you can help VS be up to speed, you will have every other activity benefit out of it.*
- OIE staff

Connection to the Observatory project

The Observatory project, currently in its pilot phase, is designed to monitor global alignment with OIE's international standards. According to OIE staff, the connection of this project to the PVS program is obvious: the Observatory can use PVS reports as a key source of information (though not the only source) for assessing the global situation. The project has already analyzed over 50 PVS reports, but progress would be much faster if the reports were available in a more accessible electronic format (see next page). Looking to the future, more frequent PVS missions would mean more up-to-date data to feed into the Observatory; increased use of self-evaluation is one way to make this happen (see page 51).

Connection to the Status department

The OIE's Status department declares Members officially free of six particular animal diseases (and suspends that status if the disease reoccurs). According to OIE staff, this is a success story of increased integration between the PVS program and other OIE functions: in the last three years, a mechanism has been developed to allow PVS reports to feed into the Status department. PVS reports are now used to provide independent confirmation of the evidence countries submit to prove they are disease-free; Critical Competencies relevant to disease-free status have been identified and minimum LoA thresholds defined to formalize and streamline this interface between the two programs.

Strengthening the PVS's connection to other programs requires digitizing PVS data as soon as possible

Stakeholders pointed to the **critical importance of digitizing PVS data as soon as possible**. There is strong and broad enthusiasm among OIE staff for implementing the PVS Pathway Operational Database; PVS data is currently in PDF format, so any analysis requires extremely time-consuming data entry into Excel or another platform. This has greatly hampered efforts to analyze PVS data and make use of it in other OIE programs.

Implementing this database is a priority for the OIE, as part of its broader Data Strategy under the 2021-2025 Strategic Plan. Unfortunately, the database's connection to these wider ambitions may only have delayed implementation, since the database must now be part of a much larger system.

OIE staff gave several suggestions for the database's design. When it is completed, the PVS database should be:

- Widely accessible. Not only OIE staff, but also academics, regional organizations (the EU, Regional Economic Communities in Africa), and the broader public should be able to access the information. (Confidential information could be password-protected.)
- Highly usable. The database should include a visual dashboard where the results of PVS missions can be viewed at both the national and regional level in a digestible, snapshot format.

A few other suggestions for improved connection between PVS and other OIE functions were given. One staff suggested that allowing more OIE staff to accompany PVS missions would help to increase linkages between the PVS and the rest of the OIE. A few stakeholders also pointed out that, in order to ensure the PVS program's continued interfacing with other OIE programs, it must remain holistic in nature (see page 32); the comprehensive nature of a PVS Evaluation makes it relevant to everything else that the OIE does, whereas specialized missions would have more limited relevance.

“ [PVS] information should be accessible to different audiences in different ways. At the moment, it's an unsurmountable wall of PDF documents.

- OIE staff

Findings on Evaluation Question 3: Impact

This section describes findings about the impact of the PVS Pathway program, on short, medium, and long time scales. It also describes the conditions for success that lead to these impacts, challenges that undermine those conditions, and ideas for overcoming those challenges.

Key findings are as follows:

Evaluation Question 3: What short-term impacts has the PVS pathway made on Members, and what medium- and long-term impacts is it likely to contribute to?

- This evaluation relies primarily on the testimonials of Members to make a preliminary assessment of impact. The evaluation also proceeds from the assumption that the PVS Pathway program is intended to make an impact; there is some controversy on this point among OIE staff, as some feel that the program should be seen only as a measurement tool.
- Short-term impacts include raising awareness among country stakeholders of VS gaps and best practices, raising the profile of VS in a country, and enabling country-level stakeholders to advocate for resources both internally (their own governments) and externally (foreign donors).
- Improvements in a country's VS can be considered the medium-term impacts of the program. The program may contribute to a number of such improvements, in particular improved legislation, laboratories, human resources, financial resources, and collaboration with the private sector and other government agencies. Members provided a number of concrete and specific testimonials of these medium-term impacts.
- In the longer term, PVS missions may contribute to healthier and more prosperous countries: in particular, international trade may be made safer and thereby increased.
- Although there are compelling examples of all these impacts, there is also a pervasive sense of frustrated hope among stakeholders: in many cases the program has limited impact, and stakeholders feel that the program has yet to live up to its full potential for improving the animal health sector.
- Many barriers get in the way of impact. In particular, countries may not fully understand the PVS Pathway and how to use it; reports may not be read and absorbed by the important stakeholders; political will to follow through may be lacking; turnover of key figures may reduce momentum; Delegates may lack the required communication and advocacy skills to push for change; and PVS Evaluation Follow-Ups may be done too infrequently to provide up-to-date information and to monitor progress over time.
- Stakeholders had many suggestions for overcoming these barriers. Some of the most significant suggestions were to help Members understand the program as a pathway; make PVS reports more digestible; offer missions only to countries that have committed to follow through; leverage OIE's reputation to advocate above the CVO level; host donor roundtables as a standard post-mission step; train Delegates in communication and advocacy; and create a culture and a funding structure for more frequent follow-up missions.

Is PVS intended to make an impact?

This evaluation report assumes that the PVS program is intended to make an impact, but there are complexities and controversies here

Before considering the impact that the PVS Pathway has had, it is important to ask the fundamental question of whether the PVS is even intended to make an impact. Is it supposed to help countries better align with OIE's standards, or merely measure how closely aligned they are?

This is a complex question without an easy answer. The question concerns not only the PVS program but also the OIE's overall mandate and niche. It also touches on thorny issues of causation: if a country uses a PVS report to make change, can that change be considered an impact of the PVS program?

Stakeholders have differing opinions on this issue. Members tend to think that the PVS program *should* make an impact, and some OIE staff complained of overly high expectations among Members that the OIE will intervene and implement, as opposed to just assessing and recommending. Some OIE staff believe that it is unrealistic for the PVS Pathway to make impact; the OIE is not a donor so it cannot fund countries to implement recommendations, and it has no mandate to maintain a country-level presence (unlike FAO) so it cannot closely support countries to improve. Other OIE staff, and one resource partner, felt it is actually inappropriate for the PVS Pathway to attempt to make change, as there is a conflict of interest between assessing compliance and helping to increase compliance; as one stakeholder put it, the OIE should not be both a referee and a player in a football match, or both judge and party in a trial.

An attractive middle position, suggested by a few stakeholders, is that while PVS Evaluation missions are only measurement tools, Targeted Supports are indeed aimed at making an impact.

For the purposes of this evaluation report, we proceed from the assumption that the PVS Pathway is indeed intended to make an impact and not just measure the state of things. The PVS Pathway can, at the very least, make the short-term impact of raising awareness of gaps, and could *contribute* to longer-term impacts if it helps countries access resources, etc. The PVS Pathway's relationship to impact will need to be a subject of continued discussion at the OIE.

“ *It's dangerous for OIE to be judge and party [in a trial] at the same time....I've seen the PVS as a tape measure – a tape measure does not change things.*

- OIE staff

“ *OIE is a standard-setting organization, not a development organization....You can say that we're doing what we need to do – raising awareness...[But] I'm frustrated to lay out problems and not offer solutions.*

- OIE staff

“ *[PVS] should really be a tool to be used not only for capturing the state of play but to design, to advocate, to change the system. Having some evidence and data is good, but if beyond that data and evidence you don't have an objective to create momentum, I do believe you will miss an important value of the pathway.*

- OIE staff

The impact that the PVS program can make

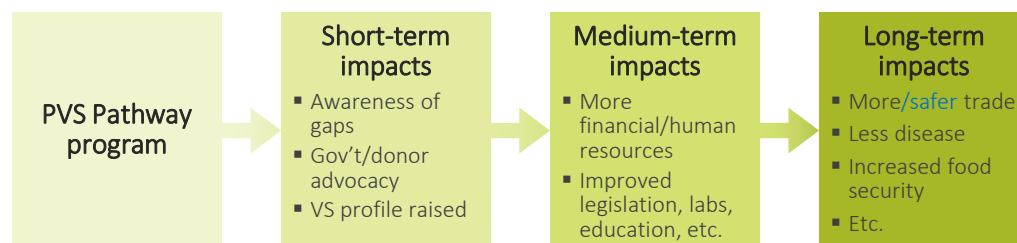
This evaluation uses testimony from Members to make a preliminary assessment of impact

The PVS Pathway program comes to the impact measurement game with a distinct advantage: measuring the baseline is built inherently into the program via Evaluation missions, and Evaluation Follow-up missions (when they are conducted) can be used as post-measures to assess change over time. This makes it tempting to assess impact based solely on this data, but in fact there are many reasons why this is not sufficient: see box to the right.

Given the issues with using LoA data alone to assess impact, this evaluation report relies instead on the statements of Member interviewees, and to a lesser extent the statements of other stakeholders (who often have more of a vested interest in portraying the PVS program as impactful). This qualitative approach gets around the limitations of the LoA data, but has limitations of its own: the Cathexis team spoke with only 14 Members, out of the 136 that have taken part, and even Members may wish to emphasize success and impact.¹ For this reason, the impacts listed on the next three pages should be seen as a preliminary assessment; a more comprehensive and rigorous assessment will need to wait for the creation of the M&E framework for the PVS program that will follow from this evaluation. Also, the next three pages should be seen as a description of the type of impacts that occur *when there is impact at all*; sometimes there is little or no impact, as explored in depth on pages 41-44.

A simple theory of change is used to categorize types of impact

This section divides up the types of impacts that are seen into three categories: short-term, medium-term, and long-term, based on a very simple theory of change in which the PVS program directly causes short-term impacts, contributes to medium-term impacts, and influences long-term impacts. This theory is shown below:



Important note: This theory of change is for the purposes of this evaluation report only. It is inspired by the way in which Members tend to speak about impacts. It should not be confused with the formal Theory of Change which will be developed as part of the M&E framework, following this evaluation, and which will be based on OIE staff's understanding of the intended impacts and mechanisms of the program.

Existing quantitative studies of change over time

Several recent studies by OIE staff and consultants have analyzed changes in the five-point LoA score on each Critical Competency (CC), using the PVS Evaluation report as a pre-measure (baseline) and subsequent PVS reports as post-measures. The analyses have found great variation between countries (some countries improved, others regressed) and CCs (some CCs show overall improvement across countries, others show overall decline). Averaged across countries and CCs, there is very little overall change. While this result may be discouraging, these studies are limited in numerous ways:

- The time interval between the pre- and post-measure is different from country to country. Results might be different if the analysis took this into account, for instance by only analyzing those countries for which a minimum amount of time (e.g., 3 years) had elapsed between the earliest and the latest mission, allowing time for changes to take place.
- The LoAs within CCs may not be comparable between pre- and post-. Definitions of LoAs sometimes changed, as well as their interpretation by experts. There is a perception that, as the PVS Pathway has matured, scoring has become more rigorous: experts interpret the LoAs more stringently than they used to, and there is more validation and peer review of the scores.
- The 5-point LoA scale may not be fine-grained enough to capture the changes that are occurring: countries might move within a level, but this is not reflected in their scores.
- There is no counterfactual, and no measure of the PVS program's contribution to any changes that were seen. Countries that regressed in their VS might have regressed more if not for the PVS Pathway, countries that stayed the same might have regressed if not for the OIE's supports, or countries that improved might have improved even without PVS Pathway supports.

1. To mitigate against this risk, we have placed the greatest stock in testimonials of impact that are concrete, specific, and detailed.

Short-term impacts: awareness-raising

Undergoing PVS missions can raise awareness of VS gaps and best practices

The most common short-term, or immediate, impact that Members pointed to was raising their awareness of the level of performance of their VS, and in particular the key gaps and weaknesses that they should address. Related to this, Members reported learning more about best practices in VS, not only by becoming more familiar with the OIE's international standards, but also by learning directly from the PVS experts as they accompanied them during missions.

Respondents to the 2015 survey of PVS Pathway recipients indicated that their greatest gains from the missions were precisely in these areas: understanding the strengths and weaknesses of their VS sectors and better understanding the OIE's standards.

Just one Member that the Cathexis team interviewed reported not having learned anything new from the PVS mission; this was a high-income country and the individual felt that the PVS Tool was not useful in that context – see page 22.

Stakeholders other than Members also pointed to these type of impacts, and added one more: PVS missions allow countries to see where they stand in comparison to their regional peers.

“ We didn't know what the weaknesses and strengths of the veterinary services were. After the two [PVS] missions, now we have a good idea....[For instance] there was very low collaboration in [our country] among ministries and agencies, slaughterhouses, etc. After the mission, we know that, according to the OIE standards, we should be sharing information, and all of these agencies and ministries should collaborate.

- Member

Medium-term impacts: improved VS

Hosting a PVS mission can by itself raise the profile of VS in a country

Several Members reported that hosting a PVS mission raised the reputation and visibility of VS in their country. This is partly because OIE is a reputable, established international institution, and brings its credibility with it. It is also because, through the process of conducting the mission, PVS experts (and potentially other staff) may engage with high-level government officials, raising awareness of the importance of VS as they do so.

This impact of PVS missions was also pointed to by OIE staff, PVS experts, and resource partners.

“ [We] put the spotlight on the work of veterinarians in this field...We had external experts coming to us and evaluating the whole system. We met a lot of people – the Ministers, and we spoke to stakeholders, farmers, and veterinarians. We opened their eyes that veterinary services in the country is an issue, it's something that matters.

- Member

Long-term impacts: stronger countries

PVS outputs enable both internal and external advocacy

Members pointed to the value of PVS reports for enabling them to advocate for more resources or for policy change. This advocacy can occur both internally, with government agencies and officials that have the power to allocate more funds, or externally, from foreign donors that can provide loans or grants. Accessing these resources is critical for improving many, though not all, aspects of VS.

The external nature of the assessment, as well as the OIE's reputability, makes PVS reports invaluable for this sort of advocacy. This is especially true of Gap Analysis reports, which go as far as to cost out solutions. In some cases, Member representatives reported that they already knew what gaps existed, but needed external confirmation as leverage to convince policymakers and donors to act.

This impact was also pointed out by OIE staff, PVS experts, and resource partners.

“ We needed support from the OIE recommendations. We cannot say, 'Oh Minister, Excellency, we need this and that.' But we can send him this [PVS] report and say, 'See, OIE said this.'

- Member

Short-term impacts:
awareness-raising

Medium-term impacts:
improved VS

Long-term impacts:
stronger countries

The PVS program can contribute to improvements in many aspects of VS

Medium-term impacts refer, in our categorization, to actual changes in the VS of Members. Although this is not a direct impact of the PVS Pathway, Members did portray PVS as a major contributor. In order of most to least often cited by Member interviewees, medium-term impacts include:

- **Improved legislation.** In some cases new VS legislation had been passed, while in others it had been drafted and was pending approval by the legislature.
- **Improved laboratories.** This was sometimes accomplished through OIE-brokered twinning arrangements (not strictly part of PVS, but something that can happen as a result of or as a follow-up to PVS missions), and in other cases through advocacy for additional budget to upgrade laboratories.
- **Improved human resources.** This could be through recruitment of additional VS staff, training of existing staff, or changing the organizational chart for the VS agency.
- **Greater financial resources.** Members gave examples of both internal and external advocacy that has borne financial fruit. One country stated that a PVS report had inspired an increased willingness to invest from a multilateral donor and a multinational food corporation. OIE staff sometimes described this impact in slightly different terms, namely as an improved allocation of resources (i.e., available resources are targeted towards identified gaps).
- **Improved collaboration with other government agencies.** Members noted that such collaboration is included in the OIE's international standards and was therefore pointed to as a gap by the PVS experts.
- **Strengthened relationship to the private sector.** For instance, one country was able to use its PVS report in meetings with the country's livestock federation, and another implemented a PVS recommendation to integrate the private sector in labs.

Other notable impacts were: the creation of a standalone VS agency; progress towards livestock registration; work towards improving the education of veterinary paraprofessionals; and improved cooperation with neighbouring countries. Stakeholder groups other than Members pointed to similar impacts.

“

[After] the veterinary legislation special mission, we decided that if we want to be efficient as exporters of food products, we should change all our legislation. Because we should be transparent [and] understandable for all our trading partners.

- Member

“

One of the [PVS] missions mentioned that we don't know how many animals are in [our country] – the last census was in 1994....Once we had that [finding] and submitted it to the Minister, that we need to do the animal census, the government provided [~€975,000] for the census.

- Member

“

Collaboration [between animal and human health] was very weak – for example, zoonotic diseases like brucellosis and rabies, there was no collaboration or sharing information about outbreaks or cases in animals and in humans. After the [PVS] evaluation, we recognized that we should establish or develop something to share information... Finally we established the One Health Committee with the Ministry of Health and that gave us an opportunity to share information.

- Member

“

The report noted that we have a weakness in diagnostic capacity, and by using that report, we got some budget to improve the management of diagnostic capacity in local animal health services and...provide technical support....After two years...overall diagnostic capacity has been improved a lot.

- Member

“

[Before the PVS Gap mission] our institutional arrangement with regard to Veterinary Services was under the Ministry of Health. That was a strict comment from the evaluation. Thereafter, we wrote our letter to the cabinet and the parliament, took the issue to the attention of the public hearing, and after having a thorough discussion, decided on a standalone [country] authority for veterinary service and animal control and administration.

- Member

Short-term impacts:
awareness-raising

Medium-term impacts:
improved VS

Long-term impacts:
stronger countries

PVS missions can ultimately contribute to improved economies and reduced disease

While one OIE staff cited “improved sanitary governance” as the ultimate outcome of the PVS Pathway, this can also be seen as a means to an end – the real end goal is healthier, more prosperous countries. Some Members did report impacts at that level, which they reported the PVS program had contributed to.

The long-term impact most frequently cited by Members was **increased international trade** of animals and animal products. Although it does not appear that a PVS report *by itself* could convince a foreign country to allow imports, it is *one* piece of evidence, and can help to demonstrate transparency and establish trust. One Member also stated that the PVS mission had helped to improve domestic markets and reduce imports, as it created more confidence in the quality of in-country animal products.

A few stakeholders pointed to the role of the PVS Pathway, in interface with the Status department, helping to **reduce disease** (see quotes to the right); this, of course, is also key for increasing trade. Stakeholders also expressed the hope that the PVS Pathway could have a positive influence on a country’s food security, but were not able to provide any concrete examples of this.

Members usually expressed impacts in national terms, while other stakeholder groups sometimes pointed to impacts at the regional or global level, especially with regards to disease control. Two OIE staff made the important point that, whatever the regional or global issue, an effective response ultimately rests on national VS capacity: “If you have a competent, well-supplied, well-resourced veterinary service with highly trained people who can do critical thinking and respond to situations, then it doesn’t matter the situation.” For more consideration of global and regional impacts, see pages 54-55.

Negative impacts

The only negative impact of the PVS Pathway reported by stakeholders was the considerable financial and human resources cost of preparing for and hosting a PVS mission: see page 28.

“

I explained to [the PVS expert], ‘Please give us a task for our government: if you want to be exporters, please do such and such activities.’ Together we prepared this plan and we had full finance support from our government and in result in 2015 we obtained status for nine regions of [country] free from FMD....Now, also we could have status of the country free from African swine fever, classical swine fever, avian flu, African horse sickness, and we are in process for obtaining status for bovine contagious pleuropneumonia....It was a big help for us to open the [neighbouring country] market and the market of [nearby region]...and now we have started exports.

- Member

“

Nowadays, whenever a trading partner wishes to establish a trade relationship with [country], the very first thing an importing country will do is go to the OIE website. To win the trust of our partners, we must be transparent. It helps to have a third-party confirmation. OIE is the third party...Most of our trade partners, if they want to establish a trade relationship, one requirement is that the specific country needs to go through a PVS evaluation.

- Member

“

We are developing a second [project] focused on [foot] and mouth disease in American countries. We have observed a political commitment to fight this disease, and they developed a political, technical framework in which they invite American countries to engage in PVS Pathway....In parallel you will see a real decrease of FMD events in this region. You can see PVS impact in regional strategies to fight disease, and the regional strategy has provided good feedback to inform global strategies on FMD.

- OIE staff

When impact doesn't happen

“ *The PVS Pathway represented hope....We said amongst ourselves, that with this evaluation a lot is going to change. But we noticed, after a couple of years, that this was not exactly the reality. Maybe we did not understand the process, maybe our expectations were misplaced.*

I have come to realize that one of the key factors that limits real advancement is the role of the CVO, if the CVO is not sufficiently active and does not have enough leverage...Many things depend upon having the authority that is at a higher level, somebody that has more responsibility than what we have in our department. What happens is that because we cannot take some key decisions, change does not happen, we do not see the effects of the PVS process as much as we had hoped for, and our hope fails.

There is a certain level of comfort to do things the same way they have always been done. This is a reality, and it is a hard battle to raise levels of consciousness and motivation that things can be better. Sometimes we forget this very human component of the process and underestimate the efforts that are needed to make change happen and to sustain that change.

- Member

“ *What's the value of the PVS report if you don't make it public, if no actions are taken by the country, and maybe five years later the OIE comes back and nothing has changed, or things are even worse than they were before?*

- Resource partner

Many factors get in the way of achieving the impacts listed previously

Although the last three pages have emphasized success and impact, there is another, equally important side to the story. Numerous stakeholders reported that, in many cases, the PVS Pathway has had little impact, no impact, or far less impact than it should or could have.

There is a general feeling, even among many of the “fans” of the program, that the PVS Pathway could do much more good than it does. There is some frustration with perennial difficulties in turning a successful mission into actual action and impact. In this sense, the PVS Pathway program lives in the shadow of its own potential.

The quotes to the left give a flavour for this feeling of frustration, as well as the hope that the PVS Pathway might achieve more. The next three pages provide a detailed analysis of the conditions of success for impact, and the reasons why these conditions are so often lacking.

Barriers to impact

The table below and on the next two pages describes, based on stakeholders' comments, the conditions of success for impact and the associated barriers. Many or most these conditions need to be in place for the impacts described on pages 38-40 to be realized; but, as is detailed below, they are often absent.

Condition of success	Related barriers	Illustrative quotes
1. The country needs to understand the PVS Pathway and how to use it.	<ul style="list-style-type: none"> ! OIE staff and PVS experts reported that Members often do not fully understand the PVS Pathway, the different mission types and how they relate to each other, and how the outputs of each mission are meant to be used. This issue also came out strongly in the Think Tank Forum. ! Members may also have inflated expectations for the level of support that the OIE can provide post-mission, believing that the OIE will provide ongoing help in implementing recommendations. If countries do not know how to use the outputs, they will look to the OIE to do this for them. ! Without understanding the intent of the PVS program, Members may see the mission as a threat rather than an opportunity. Several stakeholders pointed to the fact that countries may focus on the risks of embarrassment (in front of potential trade partners, higher government authorities, or the OIE itself) if weaknesses in VS are revealed. This may inspire them to keep the report hidden, even from internal audiences, and fail to act on recommendations. (Although some countries do have this attitude, interviews suggest that they are in the minority. In fact, many Members spoke of the identified gaps as being the most useful part of the report; some Members even reported disappointment that their scores were so high, as this would prevent them from advocating for resources for improvement.) 	<p>“ A large majority of countries in the world are already engaged in the pathway but when we ask them, ‘What are your expectations, how can we improve the pathway?’ and look to them for that, it’s harder....They ask for missions but there’s something they don’t understand.</p> <p>- OIE staff</p> <p>“ [The] Minister was outraged that they didn’t have a perfect score on 45 critical competencies, [but] no one gets a perfect score. The Minister didn’t understand that, and the Delegate got some heat for exposing the country’s inadequacies to this external assessment body [the OIE].</p> <p>- OIE staff</p>
2. The country needs to prepare adequately before the mission.	<ul style="list-style-type: none"> ! A Member and an OIE staff both pointed to insufficient preparation on the part of Members, in particular in terms of delivering Pre-Mission Documents. Countries may not realize how much time this will take and fail to allocate sufficient human resources, or they may simply lack the staff time to complete it promptly. They may also fail to understand how crucial this preparation is. This is more than a practical problem: it can reduce the quality of the report and thus its ability to effect change. 	<p>“ Some countries aren’t able to gather all the documents that need to be reviewed by the PVS team prior to the mission....It has an impact on the success and quality of the evaluation, and their ability to find out the real situation in the country.</p> <p>- OIE staff</p>

Condition of success	Related barriers	Illustrative quotes
3. The country, and any other key stakeholders, need to trust the results.	<p>If the country does not find the mission report credible, they are unlikely to act on it.</p> <p>! There were scattered reports of errors in PVS mission reports, or LoA ratings that countries did not agree with (often, the country felt the LoA was too <i>high</i>).</p> <p>In general, however, this is not a large concern: stakeholders reported improved quality control of reports since previous years, and there is ample opportunity to correct any errors before publication. Moreover, PVS missions are based on the OIE's international standards for VS, which are perceived as highly credible and authoritative, and the PVS experts who apply these standards are generally spoken of highly.</p>	<p>“ <i>They gave to us a very soft report. We had a special meeting with this [PVS] expert and explained it to them: ‘Please do not worry, give us a very real report.... We want to know the real situation.’</i></p> <p>- Member</p>
4. People need to read and understand the reports.	<p>Obviously, there can be little impact from PVS missions if the outputs are not read, understood, and absorbed by the people who can use them.</p> <p>! There are serious challenges in this area: stakeholders reported that PVS reports are often quickly shelved, and newly arriving CVOs may need to request the document from the OIE as it is nowhere to be found in their own agency!</p> <p>! Keeping reports confidential also, of course, prevents them from reaching their full audience.</p> <p>! There are also some concerns that the reports themselves may be difficult to digest for some audiences, as they use technical language, are densely packed with information, and do not present gaps and recommendations in order of priority.</p>	<p>“ <i>In many many countries, most of the people have never seen this report, even people from the veterinary sector...It's ridiculous...Nobody knows about these documents.</i></p> <p>- Technical partner</p>
5. There must exist political will to change, at the right levels.	<p>Many stakeholders pointed to political will as the highest hurdle to be cleared on the track to impact.</p> <p>! VS agencies may not take full ownership of the PVS process and its results, making the exercise donor-driven rather than country-driven.</p> <p>! Even when the VS agency is committed to change, it may be unable to do so without buy-in from higher levels of authority, such as the Ministry of Agriculture, Ministry of the Treasury, or President/Prime Minister.</p> <p>! These higher levels of authorities often lack understanding of the importance of VS or the cost-effectiveness of investing in it, so they ignore PVS findings.</p> <p>! Even when political will exists, turnover of key officials disrupts forward momentum – see next page.</p>	<p>“ <i>To be honest, nobody else [but me, the CVO] wanted to have this evaluation...The Ministry [of Agriculture] said ‘Okay, you can do it if you want to,’ but they were not interested in it.</i></p> <p>- Member</p>
6. There must exist the financial resources to change.	<p>Stakeholders reported that while some changes (e.g., altering legislation), do not require additional inputs of money, most do. There are certainly successes in this area, as countries have successfully leveraged PVS reports to gain funding both internally and externally (see page 38). However:</p> <p>! Stakeholders expressed frustration that there is no guarantee at the beginning of a PVS engagement that financial resources will be available at the end. This means that the mission can become an exercise in pointing out weaknesses without a clear path to addressing them.</p>	<p>“ <i>You can highlight [a gap], say ‘The country has no activities in this sector,’ and then people go home and no one thinks about it any more. I have no illusions – we just talk and don't bring money. They need money.</i></p> <p>- PVS expert</p>

Condition of success	Related barriers	Illustrative quotes
7. A persuasive individual needs to consistently champion follow-through.	<p>Although broad political will is needed, stakeholders pointed to the importance of an individual who champions the PVS report and parlays that political will into action. This individual is usually assumed to be the OIE Delegate (e.g., CVO), but may also be another government official. There are formidable challenges in this area.</p> <ul style="list-style-type: none"> ! Turnover of OIE Delegates is a major challenge cited by many Members, OIE staff, and technical partners. From 2013 to 2019, only 18% of Members kept the same Delegate; 31% changed once, 24% twice, and 28% three or more times. Turnover is high in part because Delegates/CVOs are usually senior officials who are nearing retirement. ! Another serious challenge is that Delegates/CVOs, and veterinarians in general, often lack the specific communication and leadership skills needed to effectively fill the role of PVS champion. There is widespread concern that Delegates are not trained to make the case for investment to higher government authorities in a clear, compelling, and politically informed manner. Veterinarians' scientific and technical background may be at odds with effective communication in the political realm; the individual may need to simplify language, emphasize cost-effectiveness, and connect VS improvements to broader political priorities. 	<p>“ <i>It is difficult for the Minister to understand the report in two minutes. And then the CVO goes and another one comes. So you find yourself where you were five years ago, and you ask for a follow-up mission...and the ritual continues.</i></p> <p>- Technical partner</p>
8. PVS Evaluations must be done frequently enough to provide up-to-date information and monitor progress over time.	<p>The PVS report can be useful only if the information is recent enough to remain applicable. Moreover, impact can be measured only if PVS Evaluation Follow-ups are conducted frequently enough that the Member, the OIE, and technical and resource partners can see change over time.</p> <ul style="list-style-type: none"> ! The OIE recommends undergoing a follow-up mission every five years, but many do not. As noted earlier, 80 countries that have been engaged in the PVS Pathway have not requested a mission for the last 5 years, and 19 of those have not requested a mission in the last 10 years. This was one of the most frequently cited challenges, being mentioned by multiple interviewees in every stakeholder group. Notably, <i>all</i> technical partner interviewees cited this as a major barrier to impact. ! Stakeholders complained that PVS reports are often 5-10 years old. In that time, the country's political, economic, and environmental situation may have dramatically changed, and there has almost inevitably been turnover in the Delegate, CVO, and others. This was contrasted with the European Commission/DIR-F's and WHO's regularly updated audits which allowing for continuous discussion and ongoing implementation. ! The main reason for the lack of regular follow-up missions is the fact that the PVS program is entirely voluntary. As such, governments have no earmarked budget for it and it falls on the Delegate/CVO to make the case for it each time. Given the financial and human resource costs, the temptation is to wait many years between follow-up missions. 	<p>“ <i>In WHO, every year [they] have a report from the country on their capacity. Even if these reports are self reporting, there is still a discussion about capacities and how to improve. This discussion is almost constant. Whereas in the PVS, there is one run, and then you forget and you come back after six or ten years. And that's the problem.</i></p> <p>- Technical partner</p>

Overcoming barriers and increasing impact

The table below and on the next two pages reconsiders each of the conditions of success listed on the last three pages and outlines how these conditions can be created and barriers to impact overcome.

Condition of success	How to overcome barriers	Illustrative quotes
1. The country needs to understand the PVS Pathway and how to use it.	<ul style="list-style-type: none"> ➤ The new Orientation stage of the PVS Pathway is designed precisely to ensure this condition is in place, and shows great promise for achieving this (see page 51). ➤ What might be particularly helpful is providing Members with concrete examples of use and impact from their peers. Some examples can be gleaned from this evaluation, and others will be collected on an ongoing basis as part of the M&E framework that will shortly be developed. ➤ Stakeholders pointed in particular to the importance of helping Members understand the <u>pathway</u> aspect of the program: the way in which the different mission types flow from, and fit into, one another. Stakeholders across different groups argued that impact requires moving beyond the Evaluation stage to the Planning stage (e.g., Gap Analysis mission) and then to Targeted Supports. Members reported that the farther along the pathway they progressed, the closer to implementation and impact they got. ➤ PVS experts described working hard during missions to reassure countries that the PVS is an improvement-focused exercise, not a punitive expedition. 	<p>“ We should improve countries’ understanding that it is a <u>pathway</u>. That means from the first step, you should understand that you should be prepared to progress along the pathway.</p> <p>- OIE staff</p> <p>“ There’s usually quite a lot of fear and caution early on, and trying to present the best picture possible. Generally, you can shift the culture a bit....After a few days, you start going out in the field, and you feel the countries generally soften up a bit and realize you’re there to help them.</p> <p>- OIE staff</p>
2. The country needs to prepare adequately before the mission.	<ul style="list-style-type: none"> ➤ The OIE needs to communicate clearly to Members, early in the process, how much time and manpower it will take to gather Pre-Mission Documents, so that the country can devote the necessary human resources to the task. An online tool that can be used by multiple users to check off which documents have been collected would also be helpful. ➤ For enthusiastic and well-resourced Members, a PVS self-evaluation can be excellent preparation for an external mission. 	<p>“ There were some misunderstandings between us and the PVS people that we could have avoided if we had prepared better in advance of their visit.</p> <p>- Member</p>
3. The country, and any other key stakeholders, need to trust the results.	<ul style="list-style-type: none"> ➤ Countries with very advanced VS complained that an LoA of 5 falsely implies perfection. Creating sub-levels within LoA 5, or LoAs above 5, would solve this problem. ➤ Processes that quality-assure and peer-review PVS reports will need to continue. One Member also recommended that experts should be sure to ask follow-up questions on any items that are unclear during the mission, rather than writing a report that may contain inaccuracies. To get the best information, they should also ask direct rather than roundabout questions to local staff – see quote. 	<p>“ Sometimes [the PVS experts] tried to mask their intention when they ask questions, but by doing that we couldn’t answer what they wanted to know. It’s better to make the intention of the question very clear.</p> <p>- Member</p>

Condition of success	How to overcome barriers	Illustrative quotes
<p>4. People need to read and understand the reports.</p>	<p>Stakeholders suggested two ways of overcoming challenges in this area.</p> <ul style="list-style-type: none"> ➤ The first is to ensure that the report is available to its full intended audience. This can be done by encouraging (perhaps requiring) publication (see page 31). Another promising idea is to leverage PVS-IHR National Bridging Workshops (see page 54): the interviewee from WHO spoke of requiring participants to read previous PVS reports as part of the workshop, and reported that this is often the first time they have done so. ➤ The second suggestion is to change the format of the report itself, to render them more easily digestible by busy government officials. For instance, Evaluation and Gap Analysis reports could list gaps and weaknesses in order of priority, and executive summaries geared to policymakers could be required rather than merely recommended. 	<p>“ <i>We have a step [in the PVS-IHR National Bridging Workshop] in which they have to open the PVS report....Many colleagues have never had the opportunity to see that. We take that very seriously and we ask the country before we go to agree on the fact that we will use the PVS [report] and we do that during the workshop.</i></p> <p>- Technical partner</p>
<p>5. There must exist political will to change, at the right levels.</p>	<p>Stakeholders gave numerous suggestions for surmounting this vexing challenge.</p> <p><u>Before the mission</u></p> <ul style="list-style-type: none"> ➤ Some stakeholders suggested only offering missions to countries that already possess the political will to implement recommendations. This may mean asking the country for a detailed justification of why they want a mission, and a plan or commitment to use the results. ➤ One stakeholder also warned against pressuring or coaxing countries to participate, as they may acquiesce without true buy-in. <p><u>During the mission</u></p> <ul style="list-style-type: none"> ➤ Stakeholders suggested including government officials and politicians above the level of the Delegate/CVO in the mission itself, especially at the beginning and end. For instance, the livestock sector advisor to the Prime Minister or President could be invited to the closing meeting. Stakeholders pointed out that these higher levels of authority are needed for most change to occur, and external experts from an international organization may be in a better position to gain audience with them than the Delegate is. Doing this requires sketching out the chain of command prior to the meeting. <p><u>After the mission</u></p> <ul style="list-style-type: none"> ➤ Although post-mission implementation is ultimately in the country's hands, many stakeholders did feel that the OIE has a supporting role to play. The OIE may in fact have more clout with the Ministry of Agriculture (or other authority above the CVO) than the CVO him/herself, and it should use this influence to advocate for implementation. ➤ Stakeholders also felt that the OIE's regional offices could play a post-mission support role; this should begin with a regional office staff member attending the opening or closing meeting (since the Think Tank Forum, this is now done as a matter of course), or even accompanying the mission in its entirety. OIE regional staff could also provide some continuity when there is turnover in the Delegate/CVO role. Other regional organizations including Regional Economic Communities can also assist countries in following through. ➤ One stakeholder noted that interfacing with the WHO's IHR process could make implementation of PVS recommendations a legal obligation for the country. 	<p>“ <i>If we do this mission for them, we need to be very clear with them what we expect of them, and what their accountability mechanism is.</i></p> <p>- Technical partner</p>

Condition of success	How to overcome barriers	Illustrative quotes
<p>6. There must exist the financial resources to change.</p>	<ul style="list-style-type: none"> ➤ Most stakeholders felt that countries should not be left on their own to fundraise: the OIE should use its relationships with resource partners to help secure funding for following through with PVS recommendations. One suggestion was to include an OIE-led donor roundtable as a standard step after any PVS mission. ➤ Resource partners suggested that they should be brought in from the beginning of a PVS engagement (prior to the mission), with a promise to the country that financial support will be forthcoming if they commit to acting on the report. ➤ One stakeholder suggested adding material to the PVS program regarding transitioning to a sustainable funding model for VS – i.e. relying on an income tax, import tax, levies, etc. rather than foreign donations. ➤ Greater emphasis on cost-benefit analysis in the PVS program could also help countries secure resources to move forward, as could supports for creating Public-Private Partnerships – see page 52. 	<p>“ <i>It would be useful for there to be a small amount of funding associated with the program. Now we’ve established our priorities, and here’s a small amount of money, or in-kind support, vehicles, or whatever....There needs to be a next level.</i></p> <p>- Resource partner</p>
<p>7. A persuasive individual needs to consistently champion follow-through.</p>	<ul style="list-style-type: none"> ➤ Stakeholder suggested offering Delegates/CVOs targeted training in communicating and advocating with policymakers. ➤ In particular, Delegates/CVOs need more training in fundraising, and communicating the cost-effectiveness of VS investment. A new PVS Budget Advocacy Tool has recently been launched: this might prove very useful. ➤ To tackle the perennial challenge of Delegate/CVO turnover, the OIE could move forward with the idea of creating a National Focal Point position devoted to PVS (see page 55); emphasize strategic planning, as strategic plans survive turnover (see page 52); or rely on OIE regional office staff to maintain continuity through Delegate turnover. 	<p>“ <i>Every department has to submit its business case for why it needs this much of the cake. And veterinary services are very poor in those kind of arguments. The PVS can help.</i></p> <p>- OIE staff</p>
<p>8. PVS Evaluations must be done frequently enough to provide up-to-date information and monitor progress over time.</p>	<ul style="list-style-type: none"> ➤ Many stakeholders, including Members, felt that missions should be conducted more frequently – suggestions ranged from annually to every five years. While it would not be possible for the OIE to <i>require</i> this, it could be portrayed as a responsibility and expectation of membership in the OIE. ➤ Resource partners could commit to paying for a mission every X number of years; two resources partners interviewed hinted that their organizations might be willing to do so. If mission requests were to increase, more OIE staff dedicated to PVS might also be needed. ➤ Self-evaluation, perhaps in a simplified form, could be used to monitor compliance with less cost to OIE and none to resource partners. 	<p>“ <i>I’d be happy if OIE had some kind of a fund to update its PVS every four years or so....Should this not happen, I wish that [donor] or the countries themselves, during project preparation, could fund it.</i></p> <p>- Resource partner</p>

Findings on Evaluation Question 4: PVS Evolution

This section describes findings regarding the PVS Evolution, both as a whole and in its individual components. The potential for this new iteration of the PVS program to overcome known challenges and modernize the program is discussed.

Key findings are as follows:

- There is overall support for the PVS Evolution and its constituent components, but also some confusion about what is included within it and a feeling from some stakeholders that the PVS program has become overly complex.
- Some elements of the PVS Evolution are seen as much higher priority than others. In order of highest to lowest priority: Orientation Training Workshops, Public-Private Partnership supports, specific content, Strategic Planning Workshops, increased use of PVS Pathway mission report data, veterinary and veterinary paraprofessional education support, greater integration with global agendas (including IHR-PVS National Bridging Workshops), more training for PVS Pathway experts, greater engagement with regional agendas, and creating a PVS National Focal Point.
- There is great enthusiasm for Orientation Training Workshops, as they help to increase understanding and ownership of the PVS program among Members. Stakeholders also support the workshops' goal to enable self-evaluation, which could be an excellent alternative to external missions in many cases.
- Public-Private Partnership supports are seen as an invaluable way of enabling change in resource-constrained settings.
- Specific content on PPR and rabies is seen as helpful for assessing countries' progress towards global strategies on these high-priority diseases.
- Strategic Planning Workshops are seen as essential for transforming technical reports into politically actionable plans.
- Increased use of PVS Pathway mission report data is a priority among OIE staff; technical and resource partners could use the data far more often for planning their projects.
- Veterinary and veterinary paraprofessional education support is seen as important, in particular for raising the skills of paraprofessionals.
- Greater integration with global agendas is a somewhat controversial goal: some stakeholders see this as essential while others see national-level capacity building as the priority. National Bridging Workshops are seen as useful for building the foundations of a One Health approach.
- More training for PVS Pathway experts was seen as a priority mostly by PVS experts themselves, but there are good reasons to believe it is important.
- Some stakeholders support creating a PVS National Focal Point position to drive forward implementation, while others feel that such a role is appropriate only for the Delegate.
- Stakeholders generally support a regional approach, but do not conceive of the PVS Evolution's two "tools for regional engagement" (Orientation Training Workshops and Lessons Learnt Workshops) in these terms.

Evaluation Question 4: How appropriate is the PVS Evolution for improving the program and better meeting Members' needs?

Overall value of the PVS Evolution

The PVS Evolution is seen as a valuable modernization of the PVS Pathway

Stakeholders generally spoke positively about the PVS Evolution, and the 2017 Think Tank Forum that gave rise to it. Participants appreciated that the Forum included all five key stakeholder groups, and valued the opportunity to discuss the PVS Pathway in depth with their colleagues over the course of several days. There is support as well for almost all of the individual components of the PVS Evolution (with two exceptions – see pages 54 and 55), though stakeholders are more passionate about some than others (see next page).

Beyond the details of the PVS Evolution, stakeholders reported that a revamp of the program was important to keep up with changes in the field and to hold the interest of Members and resource partners. In reality, the PVS Pathway may not have changed dramatically—many of the elements of the PVS Evolution predated the Think Tank Forum—but rebranding can attract interest and generate excitement. One OIE staff also reported that the PVS Evolution, by bringing together pre-existing elements under a single heading, has helped strengthen connections between OIE functions and activities.

The PVS Evolution has also led to some confusion

There were some complaints from OIE staff that the PVS Evolution is overly complicated and confusing. A once-simple program has become a complex web of many programs-within-programs; this is the downside of subsuming so many offerings under a single name. Moreover, different descriptions of the PVS Evolution include and leave out different elements, making it difficult to say precisely what is part of it and what is not. This issue is compounded by the fact that some of the elements predate 2017, some are brand-new, and others are in development but not yet implemented. This ambiguity is a concern given that Members may not have fully understood the PVS Pathway even before the changes were made (see page 42).

“ We really consulted widely amongst the four stakeholder groups...as to what they needed to see happen with PVS to build on the good aspects and evolve it for the future....It was about strengthening the ownership and participation of countries in the process – it was no longer experts flying in and applying something externally to a country.

- OIE staff

“ You must be very careful not to confuse people at country level. [Country] is not Canada – we’re talking three or four people in their veterinary office there, so they don’t have the time to digest all of this PVS Evolution stuff, they just don’t have the time.... It took a long time for people to get familiar with PVS, so maybe we’ve moved too quickly.

- OIE staff

Priorities for implementing the PVS Evolution

There is some enthusiasm for almost all of the elements of the PVS Evolution, but particular interest in Orientation Training Workshops, Public-Private Partnership supports, specific content, and strategic planning supports

The table below tabulates the number of interviewees in each stakeholder category who chose each of the elements of the PVS Evolution as a priority (interviewees were allowed to choose as many priority items as they wished). Taking all of the stakeholder groups together, the greatest interest is in Orientation Training Workshops, Public-Private Partnership supports, specific content, and strategic planning supports. Priorities differ somewhat amongst stakeholders: for instance, Members were more interested in veterinary and veterinary paraprofessional education support, OIE staff were more interested in increased use of PVS data, and resource partners were more interested in greater integration with global agendas. The next five pages summarize feedback on each PVS Evolution element, ordered by highest to lowest priority.

Element of the PVS Evolution	# of interviewees who consider this a priority for implementation ²					
	Total	Members	OIE staff	Resource partners	Technical partners	PVS experts
Orientation Training Workshops ¹	13	4	6	2	1	0
Public-Private Partnership supports	12	5	2	2	3	0
Specific content (AMR, rabies)	11	5	3	1	1	1
Strategic planning integration (incl. Strategic Planning Workshops)	11	2	6	1	1	1
Increased use of PVS Pathway mission report data	9	0	6	1	2	0
Veterinary and veterinary paraprofessional education support	8	4	1	1	2	0
Greater integration with global agendas (incl. IHR-PVS National Bridging Workshops)	6	1	1	3	1	0
More training for PVS Pathway experts	6	0	2	1	1	2
Greater engagement with regional agendas / tools for regional engagement	4	0	3	1	0	0
Creating a PVS National Focal Point	2	2	0	0	0	0

1. Although this may be considered a “tool for regional engagement,” and thus not its own category, stakeholders rarely spoke of it in those terms so it is broken out as its own element.

2. One interviewee spoke as both a Member and a PVS expert; this individual is included in both counts.

Feedback on individual elements of the PVS Evolution

Orientation Training Workshops

There is great interest for this offering across stakeholder categories.¹ Orientation Training Workshops were spoken of as part of the solution to a number of the barriers to impact listed on pages 42-44. In particular, stakeholders said that the workshops:

- ✓ Get Members excited about the PVS (that is, the workshops are partly a promotional exercise). One OIE staff noted that a large number of mission requests had followed from workshops, which should be considered an indicator of success.
- ✓ Set expectations for the PVS program, including the idea that missions are intended to be helpful rather than punitive, that no country is awarded a perfect score, and that the PVS program is a pathway with multiple steps.
- ✓ Helps countries take ownership of the process. This includes building an understanding of how to use the outputs of the PVS for advocacy, coming to appreciate that implementation is ultimately in the country's hands, and enabling self-evaluation (see box to the right).

One stakeholder suggested that these workshops should be offered frequently: even if a country has undergone PVS missions in the past, re-orientation is needed due to frequent turnover. Two OIE staff suggested that Orientation Training Workshops could be conducted virtually – they are much better suited to that format than PVS missions themselves.

Orientation Training Workshops are carried out at the regional or sub-regional level, in an effort to build bridges between countries in the same region or sub-region. For this reason, this offering is subsumed under the more general PVS Evolution category of “tools for regional engagement.” But, it is important to note that very few stakeholders spoke of this offering in those terms. They were interested in it for its ability to raise Member understanding, preparedness, and ownership, not (usually) for its ability to promote regional harmonization and cooperation.

1. Corroborating this, a survey conducted at the PVS Evolution Launch Kiosk in May 2019 showed that most Members (53 out of 60 surveyed) were interested in one of their VS staff taking part in an Orientation Training Workshop. (Most of the negative answers were in the Europe region.)

Self-evaluation

PVS self-evaluation predates the Think Tank Forum, but the PVS Evolution brings a renewed emphasis on it, and Orientation Training Workshops are intended to enable it, so it can be considered an element of the PVS Evolution.

There is great enthusiasm across stakeholder groups for self-evaluation. It is seen as a valuable option for several reasons:

- ✓ It could bridge time gaps in external reports, making for more constant monitoring and implementation (see page 44). (If self-evaluation were to be done very frequently, some simplification and streamlining might be needed.)
- ✓ It gives countries more ownership of the process, potentially leading to greater follow-through.
- ✓ It can prepare countries for their external PVS missions.
- ✓ It allows countries to assess their VS at the sub-national (state/province/etc.) level, something that external PVS missions have not done to date.
- ✓ It is, so far, the only way that high-income EU countries have been willing to engage with the PVS. One such country that the Cathexis team interviewed appreciated the PVS self-evaluation for shining a new light on their VS, one which is more holistic and improvement-focused than DIR-F audits.

Of course, self-evaluation could never entirely replace external evaluation, as the latter brings greater objectivity and credibility (see page 32). One interesting suggestion to gain the best of both worlds is to conduct a hybrid internal/external evaluation in which nationals manage the process and the OIE provides some guidance and validation.

“ Before we had the evaluation, we had a self evaluation...[This] preparation for the PVS mission was a very good opportunity to learn what was going on in veterinary services locally and nationally...We took almost one year to prep for the mission.

- Member

Public-Private Partnership supports

Interest in Public-Private Partnership (PPP) support is strong across stakeholder categories: it was the highest priority, or tied for highest priority, among both Members and technical partners.

Stakeholders argued that VS can accomplish much more with the private sector by its side; in particular, partnership with the food sector (which often has primary responsibility for food safety) and for laboratories could be highly beneficial. COVID-19 has recently highlighted the importance of the private sector in controlling disease. Stakeholders stated that PPPs are particularly important in resource-constrained settings, and could be seen as an alternate source of financial resources when funds from government or foreign donors are not forthcoming.

Although no stakeholder mentioned the OIE's new PPP Handbook, the enthusiasm for PPP supports suggests that there will be considerable uptake of this resource, as well as the PPP Targeted Support mission that is being created.

“*It would be much easier than waiting for government budget, if we can mobilize the private sector....That point holds the key to any country that has problems with resources.*

- OIE staff

Specific content

Support for the incorporation of specific content (on PPR and rabies, and perhaps on other priority diseases in the future) is especially strong among Members, with some OIE staff, technical partners, and resources partners also seeing this as a priority.

Both diseases are the subject of global strategies with timelines, and one technical partner stated that the key value of the PVS specific content was to assess how far towards the targets individual countries have progressed. One OIE staff pointed to the OIE's partnership with FAO to eradicate PPR by 2030, and expressed a wish to fund a PVS mission with PPR specific content to all 70 Members that have PPR within their borders; eight such missions have currently been completed, with considerable success.

There was little mention of rabies specifically, as this specific content has not yet been piloted. However, one Member did state that they were interested in this, as rabies is a major problem in their country.

The only critique of specific content stems from a fear that the proliferation of more targeted offerings might ultimately undermine the key principle of holisticness – see page 32.

Strategic planning integration / Strategic Planning Workshops

OIE staff in particular prioritized this element of the PVS Evolution, though there was interest from other stakeholder groups as well. Turning a PVS mission report into a strategic plan translates the technical, specialist language of a PVS report into the political, cross-sectoral language of policymakers; the Gap Analysis mission identifies gaps, but not how to fill them. One stakeholder called strategic planning “the interface between the technical changes and the political changes.” This is particularly important given the difficulties that many veterinarians face in advocating with their governments and speaking in a political idiom. One stakeholder also pointed out that strategic planning is essential for surviving turnover, as strategic plans remain even when personnel does not.

The Cathexis team conducted an interview with one of the three countries that piloted a Strategic Planning Workshop. The quote below shows the value that this country gained from it, but also indicates that work remains to be done to put that plan into action.

Two suggestions for the Strategic Planning Workshops were given. One Member felt that these workshops are so important that they (or something similar) ought to be included at the end of each mission as a standard part of the process. A technical partner also suggested that once the strategic plan has been drafted, it must be regionalized in collaboration with a regional organization.

“*We didn't have a strategic plan for Veterinary Services before 2017. After the [Gap Analysis] mission, we started, with the assistance of OIE, to build a strategic plan...to prioritize zoonotic disease that Veterinary Services wants to control, and many other issues addressed with the [country] FDA for food and safety issues...All the weaknesses in the follow-up mission and gap analysis, they are all addressed in the strategic plan. Even the cost – everything. The strategic plan is one of the good things [to come from the PVS], but there is no adoption yet.*

- Member

Increased use of PVS Pathway mission report data

This was a priority among OIE staff in particular. They felt that PVS report data could be used much more by the OIE, by technical partners, and by resource partners. This section will consider how data might be better used by technical and resource partners; for usage of the data by the OIE, see page 33.

To be sure, there are already many success stories of the use of PVS mission report data by technical and resource partners; this is a path towards impact that might be added to the simplified theory of change presented on pages 37-40. Resource partners and technical partners provided numerous examples of how they have used PVS data to identify gaps in VS that could be filled with financing and/or technical assistance. One resource partner, for instance, reported that they use PVS data whenever they can, as a “founding block” for designing livestock investment projects of varying sizes; having this objective evidence base lends credibility to the project.

That said, both OIE staff and technical partners agreed that there are opportunities for greatly increased usage. One technical partner, for instance, noted that Diagnostic Trade Integration Studies include material on animal health but make no mention of PVS reports.

Some suggestions were given for increasing the use of PVS data, including: requiring executive summaries; ensuring reports are released at least to technical and resource partners; listing reports by country, not just by mission type, on the OIE’s website to make it easier to access information about a specific country; and implementing the PVS Pathway Operational Database.

Veterinary and veterinary paraprofessional education support

Members in particular see this as a priority, as skilled human resources are the foundation of a VS, and training for both veterinarians and veterinary paraprofessionals is sometimes insufficient.

There is particular excitement about addressing skills gaps among paraprofessionals, or community animal health workers. These personnel often have minimal training, yet are called upon to play a critical role in animal health: they are the ones on the ground in rural areas, and are in the best position to detect a disease outbreak early enough to stop it.

To move forward on ensuring more qualified veterinarians and veterinary paraprofessionals, stakeholders provided several recommendations. First of all, it is important for the OIE to clarify the difference between veterinarians, veterinary paraprofessionals, and others involved in animal health – there are ambiguities in the terms, and differences between countries, which have made it difficult to define and address the problem. One PVS expert also suggested that this area could be the subject of its own PVS mission type, and a resource partner commented that it is important to differentiate the OIE’s role in this agenda from FAO’s role.

“ *The community animal health workers...are often uneducated and have done a one- or two-week training. Some have been doing it for thirty years, some are illiterate, and some are young people just starting out – there is a huge range of skill levels and knowledge levels, but that is the actual workforce. There is heaps of work to do there.*

- Resource partner

“ *It all starts there, the training. It starts and ends there. If you don’t have qualified, well trained veterinarians, then the services will never be good.*

- Technical partner

Greater integration with global agendas

Greater integration with global agendas is a matter of some controversy. Not surprisingly, resource partners see this as a high priority, but other stakeholder groups place less emphasis on it and some interviewees warned that excessive attention to this area might be detrimental.

Promoters argued that global coordination is essential for tackling priority diseases and threats such as PPR and AMR, and entrenching the One Health philosophy as the new norm at the national level. These interviewees noted that the PVS Pathway has already made important contributions to global agendas. For instance, PVS missions give countries a concrete sense of how far along they are in contributing to the global goal of eradicating PPR by 2030. They also promote One Health integration: one Member reported establishing a One Health Committee, with representatives from both VS and the Ministry of Health, as a direct result of a recommendation from a PVS mission. IHR-PVS National Bridging Workshops, a very specialized type of PVS mission, also contribute to One Health integration – see the box to the right.

Detractors, which included some OIE staff and one PVS expert, pointed out that global agendas can be fickle: it is better to focus on building the fundamentals of a strong national VS so that a country can respond to any threat or priority that emerges. The PVS mission *can* contribute to disease eradication goals, for instance, but simply by increasing countries' core capability to detect disease. These stakeholders also noted that the PVS Pathway was always designed to work at the national, not the global or regional, level.

“*Whatever we are doing, the common global agenda [matters]. No country is an island.*

- OIE staff

“*[Global agendas] are a distraction. If you create a strong VS with well-trained, capable people, then the VS is in a position to respond to and creatively address any agenda item that comes down the road – bioterror, OneHealth, PPR, AMR. You can't have the flavour of the month driving development of VS.*

- OIE staff

IHR-PVS National Bridging Workshops

A premier way that the PVS Pathway promotes global agendas is through IHR-PVS National Bridging Workshops (NBWs). Organized in partnership with WHO, these events aim to promote One Health integration at the national level by bringing together animal and human health stakeholders to jointly review their PVS (animal health) and JEE (human health) reports, find areas of shared interest, and sketch out a plan for increased cooperation in the future.

Stakeholder generally spoke of NBWs positively. There is significant demand in Members for these workshops, and there is some indication that they can inspire at least the first steps towards One Health integration. One concrete example of impact is increased cooperation between the animal and human health sectors on COVID-19 diagnosis – see quote below. One stakeholder pointed out, as well, that NBWs have the side benefit of forcing VS staff to read their PVS reports, often for the first time.

Although comments are generally favourable, there are also concerns that the workshops might not be enough. Integration of human and animal health agencies is challenging given that they are bureaucratically separate, lack a common budget, and often have diverging priorities. One Member gave the example of avian influenza: “if the virus is not infectious to humans, even if chickens are dying, human health doesn't care.” A VS agency is often seen as less important than a Ministry of Health; this attitude will need to change if a One Health approach can take hold. One stakeholder expressed hope that the COVID-19 pandemic will bring attention to the importance of VS for human health.

To make the workshops more impactful, stakeholders suggested ensuring that the PVS expert is selected for his/her facilitation skill; this is essential in a cross-sectoral workshop of this sort. One Member indicated that the workshop would have been of more interest if it had focused specifically on AMR.

“*So many things came up from this [National Bridging] Workshop....Then three months later COVID started and the human public health lens is busy with COVID diagnosis. And from our end, we prepared one lab for COVID diagnosis. And we sent informal information to the public health sector that we are ready, we have staff – if we can have reagents for COVID diagnosis we can help.*

- Member

More training for PVS Pathway experts

In interviews, most of those who saw increased training for PVS experts as a priority were PVS experts themselves. Nonetheless, there are good reasons to believe that this element of the PVS Evolution is an important one – see page 29. Most important is the recruitment and training of new experts, to ensure sustainability as well as diversity (especially geographical diversity). The PVS Evolution Launch Kiosk survey revealed substantial support for this among Members: the large majority stated that they would be interested in sending one of their staff to accompany a PVS mission as an observer, as the first step in training to become a PVS expert.

Creating a PVS National Focal Point position

This is one of two PVS Evolution elements about which there is some disagreement. Proponents argued that a PVS National Focal Point could provide some continuity amidst turnover in other national positions. The focal point could be the local PVS champion who pushes for follow-through (see page 44), and the go-to contact for the OIE regional office as it monitors progress and supports implementation.

Those who disagreed with the idea stated that only the OIE Delegate can take on such a role; some countries would not allow it to be any else. There can be a PVS-specific individual only for practical and logistical matters, not for creating political will and implementing solutions.

“*Sometimes the report is put onto the shelf and no one is monitoring. If we have a PVS focal point in the country, then part of the task of that person is to ensure that every year will contain a workshop of all the relevant representative of vet services, and ask, “Are we implementing the recommendations from the PVS mission?”*

- OIE staff

Greater engagement with regional agendas (tools for a regional approach)

There is broad support among OIE staff, resource partners, and technical partners for the idea of adopting a more regional approach to the PVS program. These stakeholders pointed out that animal disease is an inherently cross-border issue and that harmonizing animal disease control has worked well in the EU and might work elsewhere.

The OIE has had some successes in this area: for instance, the World Bank asked the OIE for a regional report based on PVS data to inform a pastoralism-related program they were underwriting in West Africa. But stakeholders feel that much more could be done. Taking a regional approach is difficult for the OIE given that PVS staff are busy responding to national requests and have little time to perform regional analyses that might help shape resource and technical partners' projects. More human resources devoted to PVS might ameliorate this, as would a fully functional PVS Pathway Operational Database.

Stakeholders also called for an increased role for OIE regional offices (e.g., helping to select PVS experts, attending the opening or closing meeting of each PVS mission in their region), Regional Economic Communities, and other regional organizations; this might, by itself, go a long way towards overcoming the barriers to impact. It is essential for each of these organizations to have access to the PVS Pathway Operational Database, when it is complete; regional dashboards would make it particularly easy for them to engage with the data. Another suggestion was to increase the degree to which the PVS Tool assesses the ability of a country to help neighbouring countries.

The small number of stakeholders who were against greater engagement with regional agendas opposed it on the same grounds as engagement with global agendas: the foundation of any regional agenda is the fundamental VS capacity of each country in the region, so it is best to focus there.

While stakeholders generally support a regional approach, they rarely connect it to the PVS Evolution or its two tools for a regional approach. One of the tools, Orientation Training Workshops, are the subject of great enthusiasm (see page 51), but *not* for their regional dimension – that aspect was rarely mentioned by interviewees. It seems that stakeholders have perceived the regional format of the Orientation Training Workshops to be simply a logistical convenience rather than a deliberate design feature. The other tool for a regional approach, Lessons Learnt Workshops, might connect more clearly with a regional harmonization agenda, but no interviewee mentioned these workshops because they are not currently running (only one has been piloted, and this was in 2015). Clearly, if the tools for a regional approach are to succeed *as such*, the OIE must better communicate that this is part of the point of the Orientation Training Workshops and Lessons Learnt Workshops.

It is also interesting to note that no Member explicitly argued for the importance of taking a regional approach. This does not mean that they oppose it, but does suggest that it is not top of mind. The OIE may need to better communicate the benefits of regional harmonization. One OIE staff advocated a “local-regional” approach that stresses the connections between a country and its *immediate* neighbours; this might serve as an entrée to a more ambitious sub-regional or regional approach.

Conclusions and recommendations

Conclusions

The story of the PVS Pathway is one of both great success and great frustration – a pervasive sense that the PVS Pathway has accomplished much but could accomplish so much more. The great success of the PVS Pathway is that it sets countries up so well for improvement; the great frustration is that this improvement so often fails to materialize. The great success of the PVS Pathway is that it generates such a wealth of data across so many countries; the great frustration is that this trove is used to only a fraction of its potential. The PVS Pathway occupies an important niche in the broader system of VS assessment and capacity-building, in that it focuses on country-led improvement rather than externally imposed compliance. But with this approach comes formidable challenges for follow-through. Rather than undermining the unique value of the PVS program, and creating yet another system of mandatory audits, the OIE needs to find ways to exercise soft power and foster impact within the context of a voluntary program.

The PVS Evolution is, in many ways, aimed precisely at this task. The elements of the PVS Evolution are not attempts to fix PVS missions themselves, which are not broken: they are efforts to make those missions matter. It is no surprise that many of the most popular Evolution elements—Orientation Training Workshops, Public-Private Partnership supports, Strategic Planning Workshops—are aimed *precisely* at transforming the wealth of information into a wealth of action.

For this reason, the OIE is broadly on the right track with its PVS Evolution, and should forge ahead with it. This evaluation has also uncovered a number of other strategies that might increase the value and impact of the program; some of these are ways of bringing the PVS Evolution to fruition, while others are adjacent to the PVS Evolution but in its spirit. The following two pages summarize the Cathexis team's recommendations for moving the PVS program forward.

“ *This is a very valuable program for OIE, and I really would love to see it grow and have more impact, figure out ways to get countries to respond in meaningful ways to the outputs they get from the PVS program. That's the missing link – we've created a lot of awareness, and maybe we've created some frustration.*

- OIE staff

Recommendations

A. Increasing uptake

- A1. Continue to engage with high-income Members to explore ways in which the PVS program might suit their needs.
- A2. Consider adjusting LoAs to more sensitively capture gradations of advancement among high-performing VS systems: this could be done either by creating sub-levels within LoA 5, or creating additional LoAs above 5.
- A3. Consider ways in which the PVS Tool (and program more broadly) could be applied to federated, decentralized, or supranational VS systems.
- A4. Promote PVS self-evaluation as a valuable option for high-income countries.
- A5. Engage with the EU's DIR-F to explore possibilities for reducing the redundancy of audits, for instance by requiring less intensive inspections for countries with positive PVS findings.
- A6. Use stories of impact to market the program to Members; some of these stories can come from this evaluation, while others will be collected through the new M&E strategy. (Change-over-time in LoAs is not sufficient for this purpose.)
- A7. Consider finding ways to reduce the financial cost of participation for resource-constrained Members.

B. Mission practicalities

- B1. Consider possibilities for partially virtualizing the PVS program. Some mission types (e.g., Evaluation) will need to remain mostly or entirely in-person, but others (e.g. Orientation Training Workshops) might be fully virtualized.
- B2. Clearly communicate the manpower required to produce Pre-Mission Documents so that Members can allocate sufficient human resources to the task.
- B3. Create an online tool that local staff and/or PVS experts can use to check off which documents have been collected.

C. The PVS Tool

- C1. Consider including more attention to wildlife in the PVS Tool.

D. Human resources

- D1. Continue recruiting and nurturing a new generation of PVS experts who are diverse in their country and region of origin.
- D2. Continue to rely on PVS experts who are external both to the Member and to the OIE itself.
- D3. Consider the possibility of hiring more PVS staff at headquarters to arrange practicalities, and PVS-specific staff at regional offices to assist in post-mission support for countries.

E. Core principles

- E1. Keep the PVS program voluntary and country-led.
- E2. Continue to strongly encourage countries to release their PVS reports publicly, on the grounds that it will be more useful to them.
- E3. Consider possibilities for partial confidentiality, such as publishing a summary version (not the whole document), or publishing the entire report with some information redacted.
- E4. Work with resource partners to more strongly incentivize publication of reports.
- E5. Maintain the holistic nature of the early missions (Evaluation and Gap Analysis), but remain open to the possibility of a greater number of specialized Targeted Support missions.

F. Connection to other OIE functions / making use of PVS data

- F1. Fast-track the PVS Pathway Operational Database to enable full use of the wealth of PVS data that exists.
- F2. Ensure that the PVS database is accessible to a broad audience, including resource partners, technical partners, academics, and regional organizations.
- F3. Ensure the PVS database is highly usable, through such features as visual dashboards at the national and regional levels.
- F4. Allow users to search by country, not just by mission type, when accessing PVS reports on the OIE's website.

G. Enhancing impact

- G1. Strongly encourage attendance at an Orientation Training Workshops for any country that is contemplating requesting a PVS mission.
- G2. At Orientation Training Workshops and elsewhere, provide Members with concrete examples of successful use of PVS outputs for internal advocacy, external advocacy, trade negotiations, etc.
- G3. At Orientation Training Workshops and elsewhere, clearly communicate that the PVS program is a pathway and that greater impact can come from proceeding farther along the pathway.
- G4. Consider options for making PVS reports more easily digestible for policymakers and others, such as requiring plain-language executive summaries and ordering gaps and recommendations by priority level.
- G5. Consider requiring a greater show of commitment from a Member before agreeing to send a mission – for instance, a preliminary plan for follow-through.
- G6. Include policymakers above the level of the Delegate/CVO in the PVS mission.
- G7. After a mission, leverage the OIE's clout to advocate for PVS report use with policymakers above the level of the Delegate/CVO; both headquarters and regional offices can support this effort.
- G8. Continue to include OIE regional office staff in at least part of each PVS mission, as a matter of course.
- G9. Consider organizing a donor roundtable as a standard step after any PVS mission.
- G10. Consider involving resource partners prior to a mission to commit resources to support post-mission implementation.
- G11. Offer Delegates/CVOs more training in advocacy and communication with non-technical, policymaking audiences. In particular, offer training in communicating cost-effectiveness and continue to roll out the Budget Advocacy Tool.
- G12. Consider possibilities for increasing the frequency of Evaluation Follow-Up missions, such as encouraging these missions more often than every five years, working with resource partners to commit funds for missions on an ongoing basis, promoting self-evaluation, and/or piloting a simpler version of the evaluation that could be done rapidly each year.

H. PVS Evolution

- H1. Decide on a master list of offerings which are considered to be part of the PVS Evolution, and ensure all communications are consistent on this point.
- H2. Implement all elements of the PVS Evolution (with the possible exception of the PVS National Focal Point position), but give greatest priority to Orientation Training Workshops, Public-Private Partnership supports, specific content, and Strategic Planning Workshops.
- H3. Ensure that Orientation Training Workshops promote and enable self-evaluation.
- H4. More vigorously promote the Public-Private Partnership Handbook and consider the possibility of introducing a PPP-specific mission.
- H5. Pilot the specific content for rabies.
- H6. Continue to consult with Members about the appropriateness of creating a PVS-specific National Focal Point position; do not implement this change until there is a broader consensus that it is appropriate.
- H7. Clarify the role of regional/sub-regional workshops in promoting a regional approach. In particular, decide if Orientation Training Workshops are truly intended for this purpose – if they are, more clearly communicate this or build it more deeply into the workshop agenda. In addition, implement Lessons Learnt Workshops and assess whether these are better suited to the task of promoting regional cooperation and harmonization.

Appendices

Appendix A: Detailed evaluation questions and areas of interest

Evaluation questions	Areas of interest
1. How relevant is the PVS Pathway to the needs of Members?	<ul style="list-style-type: none"> Reasons for uptake (what Members hoped to get from the engagement, what needs/gaps it fills) Relevance, attractiveness, and uptake of individual components of the program toolkit: <ol style="list-style-type: none"> Steps of the PVS Pathway, including PVS Evaluation (PVS Evaluation and Evaluation Follow-up), PVS Gap Analysis Specific support tools, including Veterinary Legislation Support Programme (VLSP), PVS Sustainable Laboratory Support Communication, reporting and advocacy tools
2. How effective is the design and implementation of the PVS Pathway?	<p>Enablers, barriers, and lessons learned related to:</p> <ul style="list-style-type: none"> Core principles (e.g., voluntary, country-led, holistic) Governance and management Structure, processes, and delivery Connection/contribution to other OIE functions and programs (e.g. Observatory, Status department, global strategies on AMR and PPR, One Health approach; take note of any mention of required IT resources [PVS Pathway Operational Database]) Marketing the PVS Pathway to Members
3. What short-term impacts has the PVS pathway made on Members, and what medium- and long-term impacts is it likely to contribute to?	<ul style="list-style-type: none"> Direct contribution to short-term national impacts Likely contribution to medium- and long-term national, regional, and global impacts (including compliance with OIE international standards, global strategies on AMR and PPR, One Health approach) Conditions of success for PVS Pathway impact Any unanticipated impacts
4. How appropriate is the PVS Evolution for improving the program and better meeting Members' needs?	<ul style="list-style-type: none"> Effectiveness/adequacy of the Think Tank Forum for identifying Member (and other stakeholder) needs Relevance, attractiveness, and relative value of new proposed tools: <ul style="list-style-type: none"> Tools for a regional approach (regional orientation training workshops, sub-regional lessons learnt workshops) PVS Specific Content (PPR, rabies) IHR-PVS National Bridging workshops PVS Strategic Planning Veterinary and veterinary paraprofessional education Public-Private Partnership Priorities for implementing the PVS Evolution
5. What else could be done to improve the effectiveness or efficiency of the PVS Pathway?	<ul style="list-style-type: none"> Additions to the PVS Evolution (take note of any mention of reducing redundancy with other VS evaluations/audits, or virtualizing the PVS Pathway to reduce length of missions)

Appendix B: Interview guides

Introduction and informed consent

The World Organisation for Animal Health (OIE) has engaged Cathexis Consulting to carry out an evaluation of its PVS Pathway program. The purpose of this evaluation is to learn about what the PVS Pathway has accomplished since it began in 2007, as well as to identify challenges and opportunities for improvement so that it can better meet stakeholders' needs in the future. As part of this process, we are interviewing a variety of stakeholders who have been involved in the program. Thank you for your contribution to this effort.

Important points about this interview include the following:

- This interview is being conducted by an outside consulting company, Cathexis Consulting, located in Toronto, Canada.
- This interview is completely voluntary. You can withdraw at any time. Your decision to participate, and the answers you give, will have no impact on your relationship with the OIE.
- Raw notes from this interview will not be shared with anyone outside the Cathexis team. The information and perspectives you provide today will be combined with information and perspectives from other stakeholders, and reported to the OIE in a summarized, anonymized form.
- Your answers to this interview will be used to inform the final evaluation report. The final evaluation report may be made publicly available, but will not identify individuals.
- Some stakeholders may have a unique role or perspective; in those cases, it might be possible for someone to identify you. If you wish to share any particularly sensitive information, please let us know and we can discuss additional steps to ensure confidentiality.

Do you have any questions before we begin?

Do you agree to participate in the interview and allow us to use your responses in the evaluation? ____Yes ____No

May I record this interview? The recording will only be used to help me clean my notes and will be destroyed as soon as my notes have been completed. ____Yes ____No

Interview questions for Members

1. Walk me through your country's engagement with the PVS Pathway. Why did your country decide to request PVS Pathway supports? What supports did you end up getting? (*Probes: Evaluation, Gap Analysis, VLSP, Laboratory*)
2. Did you/your country get what you hoped out of the engagement? Why or why not? (*Probes: relative value of each mission type or other support received*)
3. What aspects of the engagement worked well for you? (*Probes: collaborative approach; specific experts who were involved; specific tools used; use of the OIE's standards; synergy between the PVS Pathway and other engagements with OIE*)
4. What aspects of the engagement could have been improved?
5. Since your country began receiving PVS Pathway supports from the OIE, would you say that its Veterinary Services sector has improved, stayed the same, or gotten worse? In what ways?
6. Did the PVS Pathway supports make any difference for your country's Veterinary Services, or contribute to any changes you've seen? Has it set your country up for future improvement in Veterinary Services?
7. In 2017, the OIE organized the Think Tank Forum, which was a consultation process on the PVS Pathway. This led to a variety of proposed changes known as the PVS Evolution. These changes include:
 - Orientation Training Workshops for Members (including more support for conducting PVS Pathway self-evaluations)
 - Strategic Planning Workshops for Members
 - Specific content on PPR and rabies
 - Greater integration with global agendas through IHR-PVS National Bridging Workshops
 - More support for creating Public-Private Partnerships
 - Support for improving the education of Veterinarians and Veterinary Paraprofessionals
 - A plan to create a PVS National Focal Point position to coordinate missions (rather than the OIE Delegate)Which of these, if any, are of interest to your country?
8. Is there any other way you think the PVS Pathway could be improved?
9. The OIE wants to ensure that Members have ample opportunity to provide feedback on the PVS Pathway and express what they need. For you, what would be the best way to do this in the future? (*Probes: surveys, interviews, Think Tank Forum-like events, other channels for feedback; reasonable length and frequency for surveys*)
10. Is there anything else you would like to tell me?

Interview questions for technical partners

1. Please tell me a bit about your organization and its involvement with the OIE and the PVS Pathway (if any).
2. What value does your organization get from its involvement with the OIE and the PVS Pathway? What value would you see for your organization should you be more involved? What gap or need does the PVS Pathway fill?
3. What impact can the PVS Pathway have on the Veterinary Services field nationally, regionally, and globally? (*Probes: contribution to global strategies on AMR and PPR; contribution to One Health approach ; contribution to WHO's IHR M&E Framework*)
4. In your experience, what needs to be in place for that impact to be realized? What are the conditions of success?
5. In 2017, the OIE organized the Think Tank Forum, which was a consultation process on the PVS Pathway. This led to a variety of proposed changes known as the PVS Evolution. These changes include:
 - Orientation Training Workshops for Members (including more support for conducting PVS Pathway self-evaluations)
 - More training for PVS Pathway experts
 - Strategic Planning Workshops for Members
 - Specific content on PPR and rabies
 - More support for creating Public-Private Partnerships
 - Support for improving the education of Veterinarians and Veterinary Paraprofessionals
 - A plan to create a PVS National Focal Point position to coordinate missions (rather than the OIE Delegate)
 - Greater engagement with regional agendas
 - Greater integration with global agendas, for example through IHR-PVS National Bridging Workshops
 - Increased use of PVS Pathway mission report dataWhat would you say are the most important changes for the OIE to operationalize?
6. What else could be done to improve the PVS Pathway or to better meet your needs as a technical partner?
7. The OIE wants to ensure that stakeholders, including technical partners, have ample opportunity to provide feedback on the PVS Pathway. For you, what would be the best way to do this in the future? (*Probes: surveys, interviews, Think Tank Forum-like events, other channels for feedback; reasonable length and frequency for surveys*)
8. Is there anything else you would like to tell me?

Interview questions for resource partners

1. Please tell me a bit about your organization and its involvement with the OIE and the PVS Pathway.
2. Why has your organization invested in the PVS Pathway? What value does it see in this program? (*Probes: contribution to global strategies e.g. on AMR and PPR; contribution to One Health approach; contribution to WHO's IHR M&E Framework*)
3. What gap or need in national Veterinary Services does the PVS Pathway fill?
4. In 2017, the OIE organized the Think Tank Forum, which was a consultation process on the PVS Pathway. This led to a variety of proposed changes known as the PVS Evolution. These changes include:
 - Orientation Training Workshops for Members (including more support for conducting PVS Pathway self-evaluations)
 - More training for PVS Pathway experts
 - Strategic Planning Workshops for Members
 - Specific content on PPR and rabies
 - More support for creating Public-Private Partnerships
 - Support for improving the education of Veterinarians and Veterinary Paraprofessionals
 - A plan to create a PVS National Focal Point position to coordinate missions (rather than the OIE Delegate)
 - Greater engagement with regional agendas
 - Greater integration with global agendas, for example through IHR-PVS National Bridging Workshops
 - Increased use of PVS Pathway mission report dataWhat would you say are the most important changes for the OIE to operationalize?
5. What else could be done to improve the PVS Pathway or to better meet your expectations as a resource partner?
6. The OIE wants to ensure that stakeholders, including resource partners, have ample opportunity to provide feedback on the PVS Pathway. For you, what would be the best way to do this in the future? (*Probes: surveys, interviews, Think Tank Forum-like events, other channels for feedback; reasonable length and frequency for surveys*)
7. Is there anything else you would like to tell me?

Interview questions for OIE staff

1. Please tell me a bit about your role at the OIE and your involvement, if any, in the PVS Pathway.
2. Overall, how well would you say the PVS Pathway is working? How adequate are...
 - a....the core principles of being voluntary, country-driven, and holistic?
 - b....the program's governance and management?
 - c....the structure and processes that lead to program delivery?
 - d....how the program is marketed to Members?
3. How well connected is the PVS Pathway to other OIE functions? Are there ways to better leverage PVS Pathway processes or outputs to contribute to other OIE activities?
4. In your experience, what short-term national impacts does the PVS Pathway contribute to? This could include positive or negative impacts, and anticipated or unanticipated impacts.
5. In your estimation, what longer-term impacts could the PVS Pathway contribute to, at the national, regional, or global level? This could include positive or negative impacts, and anticipated or unanticipated impacts. (*Probes: contribution to global strategies on AMR and PPR; contribution to One Health approach; contribution to WHO's IHR M&E Framework*)
6. What needs to be in place for these impacts to be realized? What are the conditions for success, in your experience?
7. The PVS Evolution includes a wide variety of proposed changes and additions to the PVS Pathway. These changes include:
 - Orientation Training Workshops for Members (including more support for conducting PVS Pathway self-evaluations)
 - More training for PVS Pathway experts
 - Strategic Planning Workshops for Members
 - Specific content on PPR and rabies
 - More support for creating Public-Private Partnerships
 - Support for improving the education of Veterinarians and Veterinary Paraprofessionals
 - A plan to create a PVS National Focal Point position to coordinate missions (rather than the OIE Delegate)
 - Greater engagement with regional agendas
 - Greater integration with global agendas, for example through IHR-PVS National Bridging Workshops
 - Increased use of PVS Pathway mission report dataWhat would you say are the most important changes for the OIE to operationalize?
8. Is there anything else that should be done to improve the PVS Pathway, or anything important that is missing in the PVS Evolution?
9. In your experience, what has been the best way to collect feedback from Members on the PVS Pathway, in order to stay accountable to them? What about collecting feedback from other stakeholders (technical partners, resource partners, experts, OIE staff)? (*Probes: surveys, interviews, Think Tank Forum-like events, other channels for feedback; reasonable length and frequency for surveys*)
10. Is there anything else you would like to tell me?

Interview questions for PVS experts

1. Please tell me a bit about your involvement in the PVS Pathway. What missions have you completed, to which countries, during what periods of time?
2. In your experience, what were Members hoping to get out of their engagement in the PVS Pathway? What need or gap did they want the PVS Pathway to fill?
3. Overall, how well would you say the PVS Pathway works? How adequate are...
 - a....the core principles of being voluntary, country-driven, and holistic?
 - b....the OIE structures and processes that lead to program delivery?
 - c....the role of experts such as yourself?
 - d....the tools used?
4. Have you seen any improvements in Veterinary Services in the countries that have received PVS Pathway supports?
 - a. *If yes:* What improvements? Do you think that PVS Pathway supports contributed to those improvements? In what way?
 - b. *If no:* What might allow for PVS Pathway supports to make more of a difference?
5. Do you think that PVS Pathway supports could contribute to longer-term impacts, at the national, regional, or global level? Why or why not? (*Probes: contribution to global strategies on AMR and PPR; contribution to One Health approach; contribution to WHO's IHR M&E Framework*)
6. What would you say is needed for PVS Pathway supports to make a real difference? What are the conditions of success?
7. In 2017, the OIE organized the Think Tank Forum, which was a consultation process on the PVS Pathway. This led to a variety of proposed changes known as the PVS Evolution. These changes include:
 - Orientation Training Workshops for Members (including more support for conducting PVS Pathway self-evaluations)
 - More training for PVS Pathway experts
 - Strategic Planning Workshops for Members
 - Specific content on PPR and rabies
 - More support for creating Public-Private Partnerships
 - Support for improving the education of Veterinarians and Veterinary Paraprofessionals
 - A plan to create a PVS National Focal Point position to coordinate missions (rather than the OIE Delegate)
 - Greater engagement with regional agendas
 - Greater integration with global agendas, for example through IHR-PVS National Bridging Workshops
 - Increased use of PVS Pathway mission report dataWhat would you say are the most important changes for the OIE to operationalize?
8. Is there any other way you think the PVS Pathway could be improved?
9. The OIE wants to ensure that stakeholders have ample opportunity to provide feedback on the PVS Pathway and express what they need. What would be the best way to solicit feedback from experts such as yourself? (*Probes: surveys, interviews, Think Tank Forum-like events, other channels for feedback; reasonable length and frequency for surveys*)
10. Is there anything else you would like to tell me?