

NATIONAL ANIMAL
HEALTH STRATEGY

STRATÉGIE NATIONALE SUR
LA SANTÉ DES ANIMAUX



Multi-Partner Workshop September 18–19, 2007

Workshop Report



Groupe Intersol Group

205 Catherine, Suite 300
Ottawa, Ontario K2P 1C3
arabeau@intersol.ca
Tel: 613.230.6424
Fax: 613-567-1504
www.intersol.ca

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Introduction

The Government of Canada¹ is developing a National Animal Health Strategy (NAHS) to address the convergence of a number of drivers, including zoonotic and public health risks, environmental sustainability and ecosystem management, changing societal values, food safety, and the security and economic opportunities of the live animal production sector. The Canadian Food Inspection Agency (CFIA) is leading NAHS development, which will provide an integrated and comprehensive framework for animal health and welfare in Canada, including farmed animals, wildlife, companion animals, zoo/aquarium animals, and animals used for science/research. A collaborative approach is being used to develop the Strategy, in recognition of the many and varied partners and stakeholders, comprising Canada's animal sectors, and of the need to work together.

A first Multi-Partner Workshop was held in June 2007 to begin mapping out the current roles and responsibilities of the players involved in the NAHS. This workshop, the second of a series, was held in Gatineau, Quebec, on September 18–19, 2007.

This second Multi-Partner Workshop was designed to meet the following objectives:

1. to share the preliminary results of research done by the NAHS Team on Canada's animal health system
2. to finalize the proposed definitions for *animal health*
3. to determine the scope of the NAHS and the focus areas it should address
4. to understand the next steps leading to the Multi-Partner Workshop scheduled for January 15–16, 2008.

¹ The federal departments involved in developing the National Animal Health Strategy include: Canadian Food Inspection Agency, Environment Canada, Fisheries and Oceans Canada, Agriculture and Agri-Food Canada, Health Canada, Public Health Agency of Canada, Department of Indian Affairs and Northern Development. Industry Canada, Canadian Border Services Agency, Foreign Affairs and International Trade, and Transport Canada will be added to this group on an ad-hoc basis. Principal provincial and territorial partners include the Council of Chief Veterinary Officers, the Canadian Wildlife Directors Committee, and the Council of Chief Medical Officers of Health.

Preparation Work for the Multi-Partner Workshop

Over the course of Summer 2007, several working groups were established as a means to begin the reflection process that would contribute to identifying common definitions on key terms, such as *animal health* and *animal welfare*, and the identification of the principal themes of the NAHS. The results of these deliberations were compiled by members of the NAHS Team and posted in the main room for the duration of the Multi-Partner Workshop. (These are available on the NAHS website at www.healthyanimals.ca.)

Participants' Expectations

Participants were asked to state their expectations for this Multi-Partner Workshop. They shared their thoughts with fellow participants at their immediate tables. These discussions were documented and analyzed for commonalities.

Seven broad themes emerged:

- Expectation 1 – Begin articulating the key strategies

Participants expected to define the key strategies linked to a National Animal Health Strategy, as well as to determine the impact of these strategies on federal, provincial and territorial jurisdictions. A related expectation was that the impact on human, animal and ecosystem health be described, including how that impact would be measured.

- Expectation 2 – Clarify the scope of the NAHS

Participants believed that there was a need to agree on clear definitions of key terms, to define clear responsibilities and to clarify details regarding funding. Another expectation was to have a defined governance “system” for the Strategy.

- Expectation 3 – Define the interactions between animal health, economic health and human health issues.
- Expectation 4 – Clarify the role of the working groups and industry associations in the engagement process.
- Expectation 5 – Address the needs of the farmed animal sector first.
- Expectation 6 – Identify the differences and similarities between the National Wildlife Disease Strategy and the National Animal Health Strategy.
- Expectation 7 – Identify the types or groups of animals that would be included in the Strategy, as well as define *animal health* and *animal welfare*.

Part 1 – Define *Animal Health*

During the Summer, the Working Groups were each asked to propose definitions for *animal health*. The results were analyzed, and 3 composite definitions were proposed to the Workshop participants:

Definition A: "The state of a living animal, species or population that can sustain functions and maintain its well-being while alive."

Definition B: "*Animal health* is the measurable condition of an animal and/or its population while alive.

Animal health includes three components:

1. access to the needs for daily living
2. ability to cope with stressors and change
3. ability to meet those expectations defined by species ecology and societal views of the species and its use."

Definition C: "A state of optimal physical, mental and social well-being which allows for its survival and perpetuation (reproduction and other related functions) and includes the absence of disease or infirmity."

Participants were invited to provide comments on each definition. The results of these discussions are as follows.

Definition A

"The state of a living animal, species or population that can sustain functions and maintain its well-being while alive."

- Choosing too specific a definition will imply an obligation to act on it. You may choose to intercede in a specific disease outbreak or condition due to environmental, public health, economical, genetic or other reasons, or you may choose not to intercede because you are unable to or because you choose not to (e.g. a normal moderation of wild populations)... In addition, many wild populations have been inadequately studied, particularly when compared with domestic animals, to authoritatively state whether they are healthy.
- The term, *functions*, is too broad. There is a need to specify what is meant by *functions*. Is it biological functions, physical functions, including behaviour, or all of those?
- There is a need to incorporate the ethological notion of well-being (i.e. the expression of an animal's or of an animal population's normal repertoire of behaviours). The word *sustain* suggests a minimal standard, and many animals can sustain physiological functions even through duress.
- The World Organisation for Animal Health (OIE) does not have a definition for *animal health*. Canada, therefore, needs to adopt a definition that is compatible with those of our major trading partners.
- The definition might read: "... or population that can fulfill its expected function and maintain its well-being while alive." The definition might be limited to animals under the control of humans" and, perhaps, "wildlife that may affect humans and/or other animals (e.g. zoonotic diseases)."
- The definition does not differentiate between the circumstances of wild versus domestic animals.
- It is essential to define what an animal is.
- The definition of *animal health* needs to be broad. Definition A is broad. However, *while alive* should read *throughout its life*.
- The definition appears to be too production oriented and considers the economics of production as it pertains to welfare more.

- The definition is not broad enough and needs to contemplate more factors, such as the *environment* and *psychological state of health*, which are not mentioned.
- Measurements and species-specific parameters are required. However, measurements are not always precise, because both quantitative and qualitative aspects are included in measurements. There were questions on whether measurements of *animal health* were even possible.
- *Well-being* does not include *animal welfare* clearly enough. The proposed definition misses the societal view of the relative worth of animal species.
- The following additions/suggestions were proposed:
 - "... population that can sustain biological and/or ecological functions throughout its lifecycle."
 - "... the state of living animals, a species or population that can sustain biological and/or ecological functions and maintain its well-being while alive."
 - "... sustain biological and ecological functions."
 - *sustain functions* should be defined if used. Example could be "sustain normal physiological functions."

Definition B

"*Animal health* is the measurable condition of an animal and/or its population while alive.
Animal health includes three components:

1. access to the needs for daily living
2. ability to cope with stressors and change
3. ability to meet those expectations defined by species ecology and societal views of the species and its use

- Is *health* a measurable condition? It should be seen along a spectrum or a continuum. The word, *measurable*, provides a scientific driver for determining the level of health, but *measures* can be used at the individual level to extrapolate the health of the population as a whole. A healthy population includes those individuals in an optimal environment, as well as those forced to live on the edge, noting that the latter many not be as *healthy*, but that the population is *healthy*.
- There are some elements of any definition that cannot be expressed in black and white terms. A gelding, for example, cannot reproduce but could still be healthy.
- We need to "balance" the *access to the needs of daily living* with the *economics of animal ownership*.
- The definition should include the concept of "human involvement/responsibility."
- The term, *societal views*, is too broad, and its inclusion as a component of quantitative evaluation of health is problematic.
- Participants questioned the addition of "... and its use" at the end of the third bullet.
- One advantage of this definition is that it provides the scope for setting a goal to improve the overall conditions at the population/species level. Some animals or populations, for instance, may be culled or eliminated due to their competition with other animals or populations, thus reflecting the overall goal of a *healthy*, national animal population.

- The combination of definitions A and B was proposed to read:
 - "A state of optimal, physical, mental and social well-being, comprised of 3 components:
 1. access to the needs for daily living
 2. ability to cope with stressors and change
 3. ability to meet those expectations defined by species ecology and societal views of the species and its use"

This definition would eliminate the problem with *measurable* but could introduce problems with *optimal*.
- *Animal welfare* should be included at the end of Definition B to read "... and its use including animal welfare."
- This definition should include some reference to human disease issues, such as zoonotic disease and food safety.
- This definition defines *animal health* from society's (i.e. human) perspective.
- One suggestion was to delete *use* and to substitute *expected function*.

Definition C

"A state of optimal physical, mental and social well-being which allows for its survival and perpetuation (reproduction and other related functions) and includes the absence of disease or infirmity."

- This definition seems to be an extrapolation of the World Health Organization's definition for *human health*.
- *Mental* and *social well-being* (within the confines of a definition) must be species-specific.
- This definition should be commended; it encapsulates *animal welfare* for its intrinsic value, not just from a human perspective.
- Another definition was proposed:
 - "A measure of the physical, mental and social well-being of an animal allowing for its survival and perpetuation and which includes the degree of absence of disease and infirmity."
- Entrenching *perpetuation/reproduction* as a core component of *health* excludes all gelded or neutered animals. Further, regarding *social/mental well-being*, it could be considered unhealthy to remove herd animals from the herd. *Mental well-being* is, perhaps, too subjective a value to be an effective indicator of *health*.
- Another definition was proposed:
 - "A state of species-specific physical, mental and social well-being which allows for an animal's or animal population's survival and perpetuation, and includes resilience to and/or absence of disease or infirmity."
 - This definition is animal-centric and does not contemplate societal needs. The context within society wherein the animal exists should be included in the definition.
 - Concerns were raised with *perpetuation*. It was believed that such an indicator would be unacceptable or unrealistic if applied to *human health* and thus should be removed from the chosen definition.

- An alternative definition was put forward:
 - "A state of optimal physical, mental and social well-being including the absence of disease or infirmity, with objective, appropriate and measurable parameters."
- A question was raised about the realism or wisdom of considering an absence of disease.
- It was suggested to add *expected function* to definition C.
- The definition of *animal health* should include some animal products; specifically, germplasm, semen and ova.

Conclusion: defining *animal health*

No clear consensus was reached on definition preference; there were many proposed variations and changes. However, many comments on the need to keep a definition short and simple were collected. This would appear to favour definition A.

Observations on *animal welfare*

- We cannot eliminate all suffering; we should therefore qualify *suffering* and talk about *undue suffering*.

Part 2 – Defining the NAHS Scope

The main objective of this Multi-Partner Workshop was to begin the process of defining the NAHS scope. Given the diversity of interests among participants and the inherent difficulty in maintaining an open dialogue with over 100 people, meeting participants were divided into small breakout groups consisting of 12 to 18 individuals.

Each breakout group followed a 4-step discussion process to identify "key focus areas" for the NAHS:

- Step 1 – Looking across the work of all Working Groups, what are the national issues and challenges for the NAHS to address?
- Step 2 – What issues and challenges must NOT or should NOT be addressed in the NAHS? How should these be addressed? (Are there other "vehicles," strategies, or policies etc. through which these issues could be addressed?)
- Step 3 – Based on your responses in the first 2 questions, what are your conclusions and recommendations regarding the scope of the NAHS?
- Step 4 – In light of your responses to the previous questions, what are the key focus areas for the NAHS?

The results from the deliberations are summarized here.

Step 1 – Looking across the work of all Working Groups, what are the national issues and challenges for the NAHS to address?

General issues and challenges

- the scope of the NAHS (i.e. animal health problems with an important impact on public health, economic health and ecological health). Identify all targeted groups.
- ensure that the range of animal species that falls within the Strategy's scope is comprehensive; almost any species can be considered a host, reservoir or be affected symptomatically.

- define the focus of the Strategy and its priorities by the degree of risk presented to public, economic and ecosystem health.
- develop a statement of principles and values to accompany the Strategy
- consider new and emerging practices leading to new disease scenarios (e.g. organic farming, newly farmed species [elk])
- include some animal products in the Strategy's scope, because of their potential impact on the public, ecosystem and economic health. These might include semen, ova and some animal tissues.
- develop strategies or frameworks for implementation and enforcement to ensure that the NAHS has impact
- identify underlying drivers for NAHS, because the scope appears unmanageable, and under-developed priorities risk a reduction in partner engagement
- prioritize costs/benefits of actions to the vision
- consider these options for the scope: animals fulfill expected functions or animals under human control
- clarify the problem definition (what problem/path needs a solution?)
- provide the necessary adequate resources and political support to drive a NAHS, so it is not shelved
- consider the wide range of views of animals' roles in society – BBQ, pets, pests (balance)
- apply appropriate weight/attention (balance) to human, animal, economical and ecological health

Animal Welfare

- access to and availability of veterinarian services, food and shelter
- balances approach to animal health, including health promotion and welfare, along with disease prevention and mitigation
- develop an integrated governance system to improve and ensure animal welfare
- define pain, distress and comfort, and recognize these in national standards, and include the provision of pain control and other mitigation strategies, as well as indicators to measure these conditions
- set priorities (unable to do all at once, impractical to tackle all elements of animal welfare)
- find the appropriate place for "welfare" in the NAHS
- consider ethics of animal use – societal values

Biosecurity

- national animal identification and traceability of all species to expedite response and to mitigate economic impact on industry
- linkages between program and policy horizontally
- food chain safety and security
- national biosecurity – needs for statistics and protocols

Capacity

- availability of and financial support for diagnostic capacity, both for routine and foreign animal diseases for all species in Canada
- accessibility of data stemming from the high cost of post-mortems for exotic animals (i.e. goats)
- human resources and succession planning in animal health
- maintaining/expanding veterinary capacity
- resources and physical infrastructure
- secure and distribute resources to build national capacity – infrastructure and training
- national information management tools for animal health/disease issues
- decreasing level of expertise in the System (e.g. veterinary, agricultural, wildlife education)

Communication

- integrated mechanism to communicate information (linkages with authority, communication and management with jurisdictions, animal health communities and others) during the NAHS implementation
- effective communication tools that facilitate movement of information to all parties
- national collaboration across a wide range of sectors associated with animal health – included cross-discipline communication and information sharing

Disease Management (i.e. protect, monitor and maintain the integrity of our national animal resources)

- prevention, investigation, promotion, disease control and education
- a means to define areas at risk in a disease situation
- ways to deal with highly contagious (highly pathogenic) animal diseases and low pathogenic disease that are not cited as a concern to the World Health Organization (WHO) and the OIE, and not zoonoses
- identify a system to make decisions on preventing and dealing with animal disease
- health as it relates to the movement of animals
- prevention/habitat protection (i.e. habitat protection for human and animal health). This Strategy protects and preserves a unique animal model.
- includes education and public awareness
- early warning/rapid response
- coordination of federal/provincial/territorial governments in surveillance/detection, reportable/notifiable disease interface
- animal health management strategies need to be sensitive to social, ecological, cultural and economic impacts
- protect ecosystem and wildlife from social impact on vulnerable populations (e.g. nature, communities, Walkerton)
- informed animal segment – include consistency, long-term strategic programs – consistent approach to animal health, stable funding as needs unfold and international recognition
- Strategy to preserve and maintain unique animal models, species, strands – in the event of a national animal health challenge
- monitoring (i.e. monitor all animal populations that are included in the NAHS)
- detection (i.e. detect emerging diseases [zoonoses and foreign])

Economic Impact (economic implications on the animal industry)

- financial support systems for industry recovery
- animal health strategy that maintains viability of animal agriculture
- fair compensation
- economic social vigour of animal industry – community, mental, physical, economic and social health
- create the necessary framework to minimize the impacts of animal disease (i.e. economic, environment)

Governance

- many different aspects of governance from leadership, infrastructure, decision-making and linkages
- how to balance the animal needs of different animal groups
- identify a workable governments/industry partnership for responsibility, accountability and decision-making
- develop a process for decision making on animal health issues and how to deal with these (decisions cannot be made by the CFIA or the federal government only)
- look for intergovernmental and interdepartmental linkages
- harmonize regulations and legislations among jurisdictions (e.g. animal abuse, land management, transport regulations).

- develop a process for resolving opposing views or needs that will remove the need to lobby federal or provincial ministries
- develop guiding principles to assist in decision making (rather than rules), as they relate to animal health issues as they arise
- define roles and responsibilities across sectors, species and political levels: that is, mandates for federal departments, for provincial/territorial jurisdictions, for animal owners
- provide mechanisms for making strategic resource decisions
- effective governance model
- basis for setting priorities across jurisdictions
- Aboriginal/First Nations perspectives (i.e. many Aboriginal people interface with animals in a fundamentally different way than those in the rest of the Canadian population and rely on non-farmed food sources for significant portions of their diet)
- roles and responsibilities of individual owners/custodians of animals (i.e. address the legal responsibilities for animals "under the care" of owners/custodians)
- representative governance to ensure proper communication and decision making that builds commitment and supports implementation at all levels
- shared decision making to ensure a balanced approach to manage animal health across all sectors
- legislation not well integrated – jurisdictions are multi-level
- programs and policy tools to work across species and ministries
- link between provincial/territorial programs to ensure consistency of jurisdictional memory
- public vs private good – debate required to attain development of a national strategy
- central body to ensure coordination among other agencies relevant to animal health

International

- alignment of national standards with international standards used by international trading partners
- international standards, rules, regulations (competitiveness, harmonization, recognition)
- creating international connections (e.g. OIE develops and implements standards)
- Canada should take a leadership role internationally
- developing partnerships
- better information sharing with other countries/jurisdictions about disease reporting, prevention and treatment
- better access to new and improved medicines and vaccines and other treatments
- economic viability and international competitiveness at the domestic and international level
- NAHS maintains and enhances Canadian marketability
- standardization of health standards – testing with the U.S. to facilitate animal movements
- consider international strategic benchmarks

Pharmaceuticals Management and Control

- biologicals, including over-the-counter access
- growth promotants
- product-approval process
- develop processes to enable access to new or foreign approved pharmaceuticals
- establish norms for animal health that do not unduly constrain innovation

Public Health

- protect people from animal-related health risks
- strengthen food safety inspection systems
- focus more on health promotion, rather than simple reaction; in other words, be proactive
- how will the NAHS link to Pan-Canadian Health Network?
- recognition of the linkages among animal health, public health and wildlife health
- protection of general public from animal-related diseases, while allowing them to utilize and enjoy animals

Research and Development

- public research (i.e. an ongoing commitment to support public animal health and welfare research) is important, as well as genetic engineering of animals and tissues

Response

- resources, research and education on risks, emergency planning and diseases
- coordinated surveillance, reporting, response is necessary, particularly in animal health emergency situations or prevention thereof
- include disposal of dead animals in the Strategy, because of the potential cause of death and further spreading of disease vectors (e.g. CWD)
- disposal of unwanted animals or animals no longer in use in production or otherwise
- emergency management plans for all species – foreign animal disease crisis and civil disasters

Surveillance

- for both control and eradication
- monitoring for animal diseases that detect emerging or re-emerging disease issues
- includes domestic animals, as well as wildlife
- disease surveillance via lab is limited by funding, distances and potential liability issues
- controls, standards, protocols, legislation and enforcement, threats and human impacts
- national disease surveillance network should include data for all animal species
- integrated disease surveillance animals ↔ humans
- improved access to diagnostic services for disease monitoring in exotics
- need nationally accepted scientifically validated indicators of health

Step 2 – What issues and challenges must NOT or should NOT be addressed in the NAHS? How should these be addressed? (Are there other "vehicles," strategies, policies, etc. through which these issues could be addressed)?
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- local or sector-specific concerns
- risks that do not cause animal health, ecosystem health or public health issues
- animals that are not under human control and that do not cause any problem to the environment (e.g. zoonoses)
- animal health issues that are already taken care of by governmental or non-governmental organizations through other strategies (e.g. National Wildlife Disease Strategy, Accord for the Protection of Species at Risk). However, the NAHS should complement these strategies.
- address such issues as plant health, insects, invertebrates' ecosystem health and endangered species in the NAHS to the degree that they "intersect" with what is within scope
- food safety
- infrastructure management
- if an issue is not one that is fundamental to everyone's interests, then it does not belong in the NAHS
- business recovery planning. This includes financial and economic considerations for recovery.
- Many global drivers and global impacts will affect priorities in the NAHS. However, most of those are too broad to be directly addressed in the NAHS (e.g. climate change, ecosystem health).
- The scope of animal health is a function of drivers that the NAHS does not directly address. These drivers include climate change, wild animal disease reservoirs, international jurisdictional policies, etc. These create conditions that affect animal health in Canada and thus where the NAHS must focus its priorities. Priorities and subsequent strategies to address these are determined by the potential degree of impact on public health, economic health and ecosystem health.
- definition of *animal health* and *animal welfare*. An animal is healthy when it is "disease managed" and when its welfare situation is such that it does not negatively impact on the physical health of

the animal. If animal *wellness* or *well-being* is added to the definition, it should be attached to *use*, or considered in the context of *use*.

- financial/political considerations
- animal rights (i.e. whether or not we should use animals)
- emotional concepts related to animal happiness and state of mind, etc.
- animal welfare – all sectors
- privacy/access to information (outside scope, it cannot be addressed, wrong forum)
- too many species (e.g. invertebrates) – emphasis appears to be on farmed animals
- relevant parts of national aquatic animal health program, national wildlife disease strategy, Canadian Council on Animal Care (CCAC) guidelines
- ethical debates about who is here for the benefit of who (animal or human) do not belong in the NAHS

Step 3 – Based on your responses in the first 2 questions, what are your conclusions and recommendations regarding the scope of the NAHS?

- create an inventory of other initiatives to avoid overlaps and redundancy
- conduct a gap analysis to understand what the other strategies/programs are focusing on, and how they might relate to/support the NAHS
- make a distinction between what the NAHS should respond to and what it should specifically address
- identify the relative importance of public health, animal health and animal welfare
- look at all animals and certain animal products as they potentially impact animal health
- avoid concentration on just economics; future generations will be making choices beyond economics (Currently, much attention is being paid to the economics. At this meeting, there was an insufficient number of attendees to represent the next generation of Canadians, who are the real stakeholders of the NAHS.)
- apply high-level principles. Good governance principles are *equity* and *fairness*.

Three illustrations were used by some of the participants to illustrate what they viewed as the ideal NAHS:

Illustration 1

This diagram encompassed everyone's needs. No one liked this model; it attempted to be all things to everyone. The NAHS in this model was too large and unwieldy and thus unlikely to obtain much buy-in.

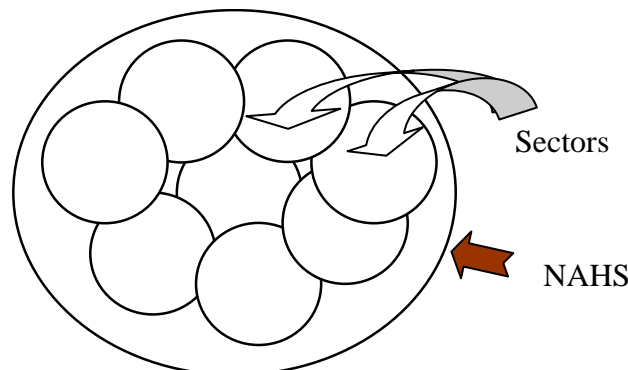
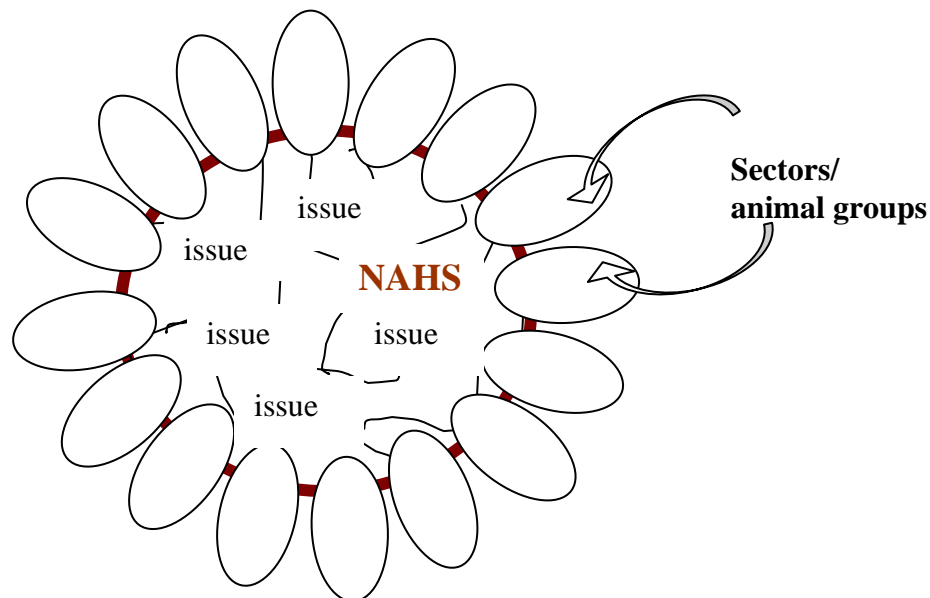


Illustration 2



In this model, each sector is independent, with the option for its own agenda. On issues that are common, however, the NAHS will provide guidance, standards, etc. The NAHS in this model would receive considerable buy-in, because it isn't dictating to any sector; rather, it deals with issues that affect everyone.

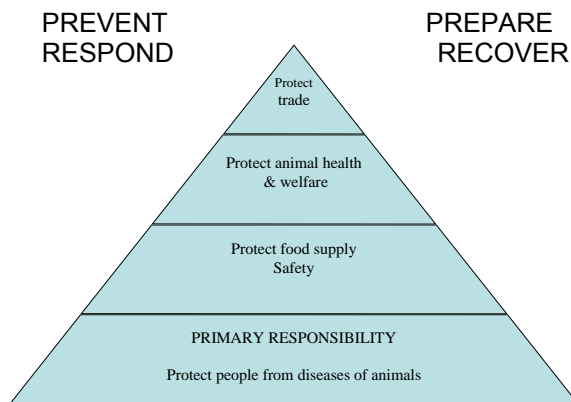
The group recommended that the NAHS be about the "core or fundamental" issues or "pillars" that everyone has in common. It should pass the "is this common?" test.

Participants used the West Nile virus steering committee as an example, with its success in having pulled together all the various stakeholders (systems thinking) and in having coordinated efforts as a response. The downside, though, was the fact that it was a reactive approach. The group recommended using the coordinated approach as the example and ensuring that it is proactive.

- The NAHS should be about a tight, coherent core strategy with which a number of action plans can be linked.
- The NAHS should not be about bringing everyone under one umbrella and about trying to address everyone's needs. Instead, find the common issues, concerns and solutions.

Illustration 3 – Model used in Manitoba

- This illustrates the scope of the Manitoba animal health strategy.
- It focuses on animals under the control of people.



- Suggested mission statement:
"to manage animal health in the best interests of the people of Canada"
- The Strategy itself should bring together the fundamental set of common elements that create a unifying framework for individual action plans. It should bring coherence to what is now a less-than-optimal set of animal health initiatives – too loose to be called a system – in Canada.

Step 4 – In light of your responses to the previous questions, what are the key focus areas in the NAHS?

- Scope
- Monitoring
- Detection
- Habitat protection
- Prevention and Education
- Public research
- Governance, the primary priority, fundamental to success
- Threats – Impact
 - emergency response
 - changing environment
 - disasters
 - zoonotics
- Access and availability to veterinary services, food and shelter
- Risk management
 - public and private sector approaches
- Animal welfare and health
- Public and community health
- Priorities
- National and international markets and trade
- Communication and education
- OIE and U.S. initiatives
 - linkages and harmonization

- Disease surveillance
- Communicates and compiles information and dissemination among all players
- Strong laboratory diagnostic infrastructure
- Harmonize Canadian with international rules and regulations
- Disease prevention and biosecurity
- Roles and responsibilities of various organizations/agencies/industries/etc.
- National preparedness and response to animal health event
- Framework for strategy plans
- Promoting animal health and welfare
- Recognition of the role of animals as it relates to human health
- Review of current practices
- International benchmarking analysis

Part 3 – Common Key Focus Areas

Each group was invited to present the results from their deliberations on Step 4 back to the plenary. Once these results were shared, each breakout group identified 2 individuals to attend a late afternoon exercise to eliminate duplicate ideas and establish a common set of KEY FOCUS AREA statements.

There were 12 KEY FOCUS AREAS that emerged from this consolidation exercise.

1. Governance:

An effective means to make decisions, coordinate activities and resolve disputes

2. Infrastructure:

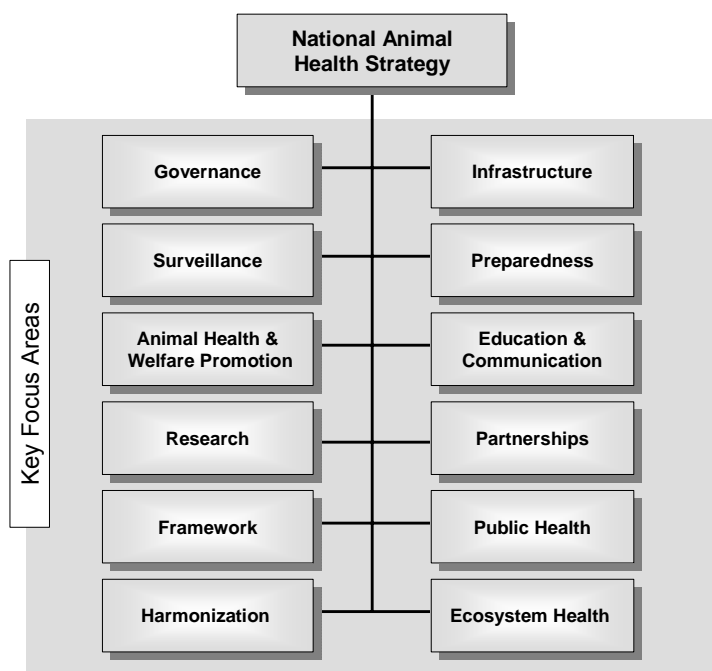
The ability to identify the infrastructure needs and to establish a funding mechanism to implement and support a sustainable and valid disease and animal health management system throughout Canada

3. Surveillance:

A new surveillance system that utilizes several

methods across species and jurisdictions that includes the determinants of health, all of which satisfies the objectives of the NAHS. Surveillance encompasses reporting, analysis, dissemination and action.

4. Preparedness: The capacity and resources to anticipate, plan, simulate, practise and detect animal health issues relevant to NAHS priorities



5. **Animal Health and Welfare Promotion:** A spectrum of programs, policies and resources that will build resilient and productive animal populations
6. **Education and Communication:** An education system that anticipates and adapts to the changing needs of the veterinary infrastructure and animal owners to minimize the impact of animal disease
7. **Harmonization of regulations and policies:** Not defined
8. **Research:** Decision making and prioritization of research to support animal health
9. **Partnership:** The ability to reach all stakeholders to coordinate and integrate our collective efforts
10. **Framework:** Developing an explicit mechanism to evaluate and make decisions regarding resource allocation.
11. **Public Health:** Not defined
12. **Ecosystem Health:** Not defined

The consolidation activity entailed regrouping the breakout groups' proposed Key Focus Area according to their similarities and like-mindedness. These categories were presented to participants during the second morning in a plenary session. Appendix 1 provides a transcript of the consolidation exercise.

Comments on Key Focus Areas

There were many comments on the need to conduct a further refinement of these Key Focus Areas. They are summarized as follows:

- Three lines emerged: policy, operational guidelines and governance.
- The groups liked that we are using *science* as a base
- Funding is highlighted in several parts of the consolidation exercise. It is important.
- Whatever we do has to be set wisely in a world of trade. However, we cannot allow a trade initiative to affect animal health in Canada (e.g. cod fishery).
- Although this is a Canadian Strategy, are there any aspects that move beyond Canada? Do we have an international role?
- There are 3 approaches to *international outreach* that should be considered in the NAHS: leadership, knowledge and aide.
- Resources for *prevention* should be provided. *Prevention* has been overlooked in the key focus areas.
- How does the the NAHS figure in *food safety, wildlife service and public health*.
- The NAHS should be designed to help us focus our effort, set priorities and develop a business case.
- Priorities should be as follows: public health, economics linked to livelihoods, and animals as sentinels for the environment (ecosystem health).
- These focus areas could form a comprehensive Strategy.
- The Key Focus Areas are a mixture of things – the hows and the whats. This will need to be refined.
- The Key Focus Areas talk to both the big picture and the pieces of the system, such as infrastructure and tools.
- Ensure the NAHS focuses on the macro.
- Clearly state upfront the focus on *economic health*.
- No contentious issues
- Much of what was said already exists and just needs to be pulled together
- Very today oriented – not thinking to the future
- Remarkable coverage of all the current issues

- Project is in good hands based on the output
- Seeing the result, we feel much better about the project and the strategy development process
- Not a lot of industry issues have been documented
- Most of the ideas are here. If we accomplish all this and incorporate in the NAHS, we will get a long way down the road.
- It does measure up with other international efforts
- Define terminology. We are mixing background, outcomes and drivers in the key focus areas.
- These key focus areas are too government focus. We need to recognize the non-government part of society (i.e. the animal stewards).
- This tends to focus on animals under human care. Research, companion, farms, rather than wildlife.
- *Administration of the Programs* is missing. This is not the same as *governance*.

1. Governance:

- The Aboriginal perspective has to be recognized in the NAHS. However, Aboriginal partnerships will require important investments, specifically, in the areas of surveillance, governance, preparedness, and partnership.
- Ensure decisions are science and evidence based.
- This focus area should include the communication process to/of stakeholders in implementing the NAHS to raise its profile.
- We need guiding principles for governance.
- Governance is a "game stopper."
- We need a dispute resolution process.

2. Infrastructure

- For all focus areas, consider investments already made on infrastructure.

3. Surveillance:

- *selected vertebrates* should read *prioritized vertebrates*

4. Preparedness:

- include emergency measures
- look at biosecurity again as part of this focus area

5. Animal Health and Welfare Promotion:

- Face the challenge presented by animal activists; it will fundamentally increase the scope of the NAHS beyond manageability.
- Avoid using the words *protect rights*. Instead, use *we have the responsibility to minimize suffering for animals under our care*.
- Eliminate any reference to *animal rights*. This expression is divisive. We should reference the intrinsic value of animals and substitute *protection for right*.
- At high level, we all do have an interest in animal health and welfare.

6. Education and Communication:

- one of the fundamentals of the NAHS
- Communication needs to be linked to all key focus areas.
- Separate *public education* from *communication awareness campaign*

7. Harmonization of regulations and policies:

- Consider the purpose. We may focus on requirements for trade purposes but do something differently for domestic purposes.
- Develop standards domestically first, then go international
- *Harmonization* is a dirty word in some circles, use *integrate* or *align* instead.

8. Research:

- The NAHS has to be science-driven and work with societal issues as well.
- It is not clearly understood how we will bring together social issues, technology and science.
- Will research provisions need to change?

9. Partnership:

- Like scope, this is a horizontal area.
- one of the fundamentals of the NAHS

10. Framework:

- no specific comment on this focus area

11. Public Health:

- There appears to be a disconnect between public health, veterinarians roles, companion animals and household.

12. Ecosystem Health:

- Pay attention to avoid having wildlife perceived as a "bag of disease"...
- Recognize the intrinsic value of wildlife, and ensure that the health and welfare of these animals are considered in the balance when making decisions.
- Avoid limiting the NAHS to vertebrates.

Part 4 – Suggestions: Next Steps

- Develop and present a "strawdog strategy" to the partners before we go further in the NAHS process.
- Prioritize the NAHS development in a realistic manner, so it is not overwhelming (eating the elephant one bite at a time).
- Track what is being done, what has been done, and what needs to be done (access statistics).
- Focus on gaps in emergency management continuum (i.e. prevention, preparedness, response and recovery).
- Work on developing a visual model of the system, a visual diagram of the NAHS framework.
- Bring together 4 or 5 partners to develop a document that describes the fundamental objectives of the Strategy (i.e. drivers, partnership definition, communication networks). This National Strategy involves federal, provincial and territorial governments and many other organizations. Demonstrate how we work together in respect to each of these entities.
- Involve stakeholders who are not yet involved (i.e. municipalities, non-animal owning public and Aboriginals, landscape managers).
- Look at other jurisdictions for successes and failures to help craft the NAHS scope.
- Standardize the process for how we will work together in the future, how we will be consulted, etc.
- Create a group to develop a vision statement for the NAHS after a definition of *animal health* has been determined.
- Engage Ministers – critical to the success of the NAHS.
- There is a need for government to change its organizational culture for the Strategy to be implemented, based on the partnership model proposed by the farmed animal working group.
- Develop clear and transparent communication. What happened to the Website idea?
- Ensure that the NAHS development process is not hijacked by the political issues of the day.
- Harmonize existing jurisdictions; look at what is currently in place and working well before moving forward.
- Complete the definition for *animal welfare*. It lacks cohesion at the moment.
- Define a set of objectives, goals and rationale between the vision and the issues.
- Link the issues to outcomes.

Appendix 1 – Key Focus Areas – Consolidation Exercise

Animal Health and Welfare Promotion

Programs, policies and resources to build resilient and productive animal populations, ensuring the NAHS considers health and not just disease.

- Focus on animal health promotion, in addition to disease prevention/mitigation
- Promote animal health and welfare
- Animal welfare and health encompasses those societal values, whether enshrined in law or not, that attribute certain rights to animals for protection from suffering and ill-health.

Surveillance

A new surveillance system that is comprised of multiple methods, across species and jurisdictions, that includes determinants of health, all of which satisfy the objectives of the NAHS.

Encompassing, reporting, analysis, dissemination, and action

Determinants: across jurisdictions/across species, standards, systemic, multi methods

- Protect, monitor and maintain the integrity of our national animal resources
- Surveillance
 - Establish internationally compatible surveillance guidelines to address animal health and zoonotic issues (including wildlife)
 - National integrated, science-based surveillance network system, in selected vertebrates, for the following:
 1. detection of specific infectious disease and other priority disease causing agents (the “known”)
 2. identification of unhealthy animals and diagnosis of causality (“the unknown”)
- Surveillance that includes
 - Rapid, reliable laboratory infrastructure
 - National information management system
 - Standardized “need-to-know” and public reporting system
 - Science-based sampling and species selection (indicator) design
 - Special investigative (scientific/legal) capacity
- Tracking Canada’s animal health status (surveillance, diagnostic methods and infrastructure)

Governance

An effective means to make decisions, coordinate activities and resolve disputes.

- Representative governance to ensure proper communication and decision-making that builds commitment and supports implementation at all levels.
- Establish a universally accepted governance mechanism for the NAHS that is open and inclusive.
- The governance mechanism should include decision-making, roles and responsibilities, accountabilities and dispute resolution.
- Efficient decision-making processes/frameworks that are integrated among existing stakeholders, scientifically-based and transparent.
- Principle for the NAHS – The Strategy needs to be based on a principle of adaptive, continuous improvement
- Gaps, needs, roles and responsibilities
- Identification of underlying drivers for the NAHS, because the scope appears unmanageable as a result of under-developed priorities and risks the reduction of engagement of partners.
- Risk management
 - The NAHS needs to ensure that the appropriate inputs are used in decisions related to risk, including scientific knowledge and societal concerns. There also needs to be an establishment of confidence in the risk management process.

- To clearly define roles and responsibilities of each stakeholder in the implementation of the Strategy.
- Adjustment/phase-in
 - Policies should respect or incorporate existing regulations and provide for sufficient phase-in time to minimize negative impacts.
- The Priority
 - Any idea (initiative) starts with a thought/dream. Why are we doing this?
 1. Are we (humans) here for the benefit of the animals, OR
 2. Are the animals here for the benefit of us?
- Statement of principles and values.
- Defining roles, responsibilities, governance, (process), and enforcement
- Coordination
 - The NAHS should allow for the coordination and integration of
 1. coherent policy definition
 2. risk assessment
 3. synchronized process at different levels of government (plus private) with respect to human and material resources; align with existing surveillance systems
 4. decision-making processes
 5. communication among all stakeholders.

Infrastructure

Identify and establish the infrastructure and funding required for implementing and supporting a sustainable and valid disease and health management system (support the NAHS).

- Access and availability to vet services, food and shelter.
 - Because Canada is a large country with a non-uniformly distributed human population, and to address threats and impacts on animal health and welfare, we need to improve nation-wide access and availability to veterinary services, food and shelter.
- Establish required infrastructure for diagnosis of domestic and foreign animal disease in a cost-effective fashion. This will include both Biocontainment Security Level 2 and Biocontainment Security Level 3 laboratories with animal-holding capacity.
- Establish programs for the training of highly qualified personnel in public and private sectors in a multidisciplinary fashion.
- Funding infrastructure and human resources
 - The NAHS should clearly articulate funding policies with respect to:
 1. infrastructure development
 2. human resources
 3. programs defined under the NAHS
 4. role of all stakeholders.
- Disease management – develop and implement a sustainable, integrated and scientifically valid disease management system that incorporates prevention, preparedness, response and recovery.

Framework

Define the extent of the NAHS, and ensure that there is an explicit mechanism to evaluate choices, make decisions and allocate resources.

- NAHS framework for planning and implementation (selecting what is in, what is out)
- Animal health management strategies need to be sensitive to the social, ecological and economic impacts.
- The scope includes the following:
 - i. All animal health issues having an important impact on public health, economic health and ecological health. This definition limits the scope of this important issue (e.g. issues related to individual health are excluded).

- ii. The Strategy will need to identify (define) all target sectors. In this way, all identified groups will be part of the Strategy.

Harmonization of international/national local regulations/policies

- National and international markets and trade
 - The NAHS must respond to the economic realities involved in the national and international aspects of markets and trade, and should establish a framework to facilitate harmonization of regulations and trade policy with the OIE.
- Harmonization with the U.S. and the OIE
 - Lack of harmonization with the U.S. and the OIE policy creates unnecessary trade barriers.
 - The NAHS should establish a framework to facilitate harmonization of regulations and trade policy.
- NAHS in an international context (other regulations, expectations, and programs)
- Clarify Canada's role in a global context.
- International standards
 - Lead in the development and implementation of international standards
 - Develop domestic standards that are internationally compliant.
- Economic –
 - Maximizes incentives to report disease by the development of an equitable, financial support system
 - Consider economic impacts in decision making and priority setting
- Economic viability and international competitiveness at the domestic and international level.
- Harmonization
 - Work toward harmonization, and address gaps related to animal health legislation, regulation and supportive policies between levels of government and key trading partners.

Preparedness

Resources for anticipation, planning, simulation/practice, and detection of animal health issues relevant to the priorities of the NAHS

- Emergency disaster preparedness
 - risk identification
 - risk management
 - response
- National preparedness and response to animal health events (emergency identification, disaster, production diseases, biosecurity)
- Emergency preparedness response & recovery (compensation)
 - Development and implementation of a timely Plan (includes both a communication strategy and economic recovery-compensation) in response to animal health emergencies and related issues.
- Risk – reducing the likelihood of animal disease outbreaks (including zoonotics) through continuous adaptation, adoption and improvement of policy and practices by governments, industry and communities.
- Wildlife health/ zoonoses – wildlife as reservoirs of disease.
- Threats and impacts
 - The NAHS should identify, measure, respond to, or prevent threats and impacts that involved animal health including emergencies, disasters, climate change, zoonoses, emerging or re-emerging diseases etc.

Education and Communication

An education system that anticipates and adapts to address the needs of veterinary infrastructure and animal owners to minimize the impact of animal diseases

Transparency throughout the development and implementation of the NAHS, with or between stakeholders, public, private, media and regions. It includes the education of the public.

- Cross-sectoral knowledge and information exchange
- Educate the grassroots level (i.e. those affected, such as producers)
- Consistent, accurate messages to media
- Improving information-sharing systems
- Public education and communication on Canada's animal health system
- Prevention and education
 - These 2 issues are inter-related. They have to be integrated by the different stakeholders to ensure the uniformity of the messages.
 - Thus, contradictory messages will be avoided and the messages agreed to by the parties will be coherent and more efficient.

Partnerships

Reach all stakeholders in order to coordinate and integrate efforts

- Aboriginal consultation – to ensure that all Aboriginal peoples are adequately consulted, informed and involved in animal health issues and action plans.
- Public health and community health
 - The NAHS needs to address linkages between animal health, public health and community health.
- For the NAHS to be implemented, the following is needed:
 1. develop a partnership among and between:
 - Provinces, territories, etc
 - Non-governmental organizations
 - Financial organizations
 - Integration of existing programs
 2. The Strategy has to be implemented on a very large land area
 - themes: partnership
 - Policy implementation
 - components:
 - Identify the partners at every level
 - Implement a communication mechanism
 - Ensure division of the land is according to partners
 - why?
 - The success of the Strategy rests on the partnership and on the level of comprehension of the Program by partners
 - The use of existing resources in the current mandate will ensure the implementation of the policy on the whole land area.

Research

Decision making, prioritization and products to support animal health

- Inputs to animal health: availability, restrictions, response usage, withdrawal times
- Medications availability, restrictions and responsible usage.
- Research
 - Identify ongoing research and gaps in research
 - Prioritize research needs
 - Build upon existing funding and provide strategic focus for new research dollars
- Science and Research
 - Planning and decisions should be informed by timely research (on population, regional and individual health factors)
- To ensure a systemized approach in the prioritizations of animal health research and the decision making and policy therein.

- Impact of advances in Science including:
 - Genetically modified animals
 - Cloning
 - Engineered tissues
 - Xenoplatations
- Research theme – ongoing involvement in public research on animal health and welfare.
 - Components:
 - determine the priority needs, and allocate the required funds and resources to meet those needs.
 - increase partnerships on the identified needs
 - Why?
 - better meet the targeted needs that are not or ill covered by the private sector
 - scientifically establish the elements that define pain, distress and comfort concepts, etc

Public Health

- Value of animal in society (public health, others)
- Public health – protect people from animal-related health risks.
- Address the linkages between animal health and public health and/or community health.

Ecosystem Health

- Animal output, animal products (limited), and disposal of dead stock
- Habitat conservation (this is crucial to assure animal health and welfare because, without an adequate habitat, neither health nor welfare can be assured.)
 - Population control
 - Preserving unique animal models
 - Monitoring indicators of ecological health
 - Biodiversity protection

Appendix 2 – Workshop Participant List

Pharmaceutical Industry Working Group Groupe de travail de l'industrie pharmaceutique

<p>Pierre Gadbois <i>Vétoquinol Canada Inc.</i> Lavaltrie, Québec ☎ 450-586-2252 ☎ 450-586-4649 ✉ pgadbois@vetoquinol.ca</p>	<p>Marta Haley <i>Eli Lilly</i> ✉ haley_marta@lilly.com</p>
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Zoos and Aquariums Working Group Groupe de travail des zoos et aquariums

<p>Gord Glover <i>Assiniboine Park Zoo</i> Winnipeg, Manitoba ☎ 204-986-6925 ☎ 204-832-5420 ✉ gglover@winnipeg.ca</p>	<p>Greg Tarry <i>Canadian Association of Zoos and Aquariums</i> <i>Association des zoos et aquariums du Canada</i> Ottawa, Ontario ☎ 613-884-1120 ✉ g.tarry@rogers.com</p>
<p>Hugh Coghill <i>Ontario Society for the Prevention of Cruelty to Animals</i> Newmarket, Ontario ☎ 1-800-ONT-SPCA ext 342 ☎ 905-898-2167 ✉ hcoghill@ospca.on.ca</p>	<p>Kay Mehren <i>Toronto Zoo</i> Toronto, Ontario ☎ 416-282-7390 ✉ daktari@rogers.com</p>
<p>Martin Haulena <i>Vancouver Aquarium</i> Vancouver, British Columbia / Colombie-Britannique ☎ 604-654-3468 ☎ 604-659-3469 ✉ martin.haulena@vanaqua.org</p>	<p>Robert Patenaude <i>Ministère des Ressources naturelles et de la faune</i> <i>du Québec</i> Québec, Québec ☎ 418-622-0313 ext 257 ☎ 418-644-9006 ✉ Patenaude.robert@sepaq.com</p>

Animals Used for Scientific Purposes Working Group
Groupe de travail des animaux destinés à des fins scientifiques

<p>Badru Moloo <i>Animal Resources Centre</i> Toronto, Ontario ☎ 416-581-7720 📠 416-581-7724 📧 bmoloo@uhnresearch.ca</p>	<p>Clément Gauthier <i>Canadian Council on Animal Care / Conseil canadien de protection des animaux</i> Ottawa, Ontario ☎ 613-238-4031 ext 24 613-238-2837 📧 cgauthier@ccac.ca</p>
<p>Gilles Demers <i>Canadian Council on Animal Care/ Conseil canadien de protection des animaux</i> Ottawa, Ontario ☎ 450-467-4221 📠 450-467-6308 📧 gdemers@ccac.ca</p>	<p>Gilly Griffin <i>Canadian Council on Animal Care / Conseil canadien de protection des animaux</i> Ottawa, Ontario ☎ 613-238-4031 ext 25 613-238-2837 📧 ggriffin@ccac.ca</p>
<p>Marilyn Keaney <i>University of Ottawa / Université d'Ottawa</i> Ottawa, Ontario ☎ 613-562-5444 📠 613-562-5467 📧 mkeaney@uottawa.ca</p>	<p>Richard Hodges <i>Clinical Veterinarian</i> Winnipeg, Manitoba ☎ 204-474-6557 204-269-7173 📧 hodgesr@cc.umanitoba.ca</p>
<p>Tom Moon <i>University of Ottawa / Université d'Ottawa</i> Ottawa, Ontario ☎ 613-562-5800 ext 6002 📠 613-562-5486 📧 tmoon@science.uottawa.ca</p>	

Council of Chief Veterinary Officers Working Group
Groupe de travail du Conseil canadien des médecins vétérinaires en chef

<p>David Alves <i>Ontario Ministry of Agriculture / Ministère de l'agriculture de l'Ontario</i> Guelph, Ontario ☎ 519-826-3127 ☎ 519-826-3254 ✉ david.alves@ontario.ca</p>	<p>Francine Lord <i>Canadian Food Inspection Agency / Agence canadienne d'inspection des aliments</i> Ottawa, Ontario ☎ 613-221-4624 ☎ 613-228-6143 ✉ flord@inspection.gc.ca</p>
<p>Gerald Ollis <i>Alberta Department of Agriculture</i> Edmonton, Alberta ☎ 780-427-6406 ☎ 780-427-1437 ✉ gerald.ollis@gov.ab.ca</p>	<p>Gordon G. Finley <i>Nova Scotia Department of Agriculture and Fisheries</i> Truro, Nova Scotia / Nouvelle-Écosse ☎ 902-893-3491 ☎ 902-895-6684 ✉ finleygg@gov.ns.ca</p>
<p>Helene Bergeron <i>Ministère de l'Agriculture, des Pêcheries et de l'Alimentation du Québec</i> Québec, Québec ☎ 418-380-2100 ext 3121 ✉ helene.bergeron@mapaq.gouv.qc.ca</p>	<p>Hugh Whitney <i>Environment and Conservation, Government of Newfoundland and Labrador</i> St. John's ☎ 709-729-6879 ☎ 709-729-0055 ✉ hughwhitney@gov.nl.ca</p>
<p>Michelle Oakley <i>Department of Environment</i> Haines Junction, Yukon ☎ 867-634-2439 ☎ 867-634-2435 ✉ mpoakley@gov.yk.ca</p>	<p>Robert Kerr <i>Saskatchewan Agriculture</i> Regina, Saskatchewan ☎ 306-787-5547 ☎ 306-787-1315 ✉ rkerr@agr.gov.sk.ca</p>
<p>Ron Lewis <i>BC Ministry of Agriculture and Lands</i> Abbotsford, British Columbia / Colombie-Britannique ☎ 604-556-3038 ☎ 604-556-3010 ✉ ron.lewis@gov.bc.ca</p>	<p>Wayne Lees <i>Manitoba Agriculture</i> Winnipeg, Manitoba ☎ 204-945-7685 204-945-4327 ✉ wayne.lees@gov.mb.ca</p>

Companion Animals Working Group
Groupe de travail des animaux de compagnie

<p>Genevieve Bénard <i>Canadian Food Inspection Agency / Agence canadienne d'inspection des aliments</i> Ottawa, Ontario ☎ 613-221-3887 ☎ 613-228-6144 ✉ benardg@inspection.gc.ca</p>	<p>Gordon Dittberner <i>Canadian Veterinary Medical Association / Association canadienne des médecins vétérinaires</i> Ottawa, Ontario ☎ 613-236-1162 / 613-726-1864 ☎ 613-236-9681 ✉ gdittberner@canada.com</p>
<p>Louis McCann <i>Pet Industry Joint Advisory Council of Canada</i> Ottawa, Ontario ☎ 613-834-2111 ☎ 613-834-4854 ✉ executiveoffice@pijaccanada.com</p>	<p>Nigel Gumley <i>Canadian Veterinary Medical Association / Association canadienne des médecins vétérinaires</i> Osgoode, Ontario ☎ 613-826-3221 ✉ ngumley@sympatico.ca</p>
<p>Sonny Allinson <i>Canadian Kennel Club / Club canin canadien</i> Etobicoke, Ontario ☎ 416-675-5511 ✉ sallinson@ckc.ca / sonny@ckc.ca</p>	<p>Warren Skippon <i>Canadian Veterinary Medical Association / Association canadienne des médecins vétérinaires</i> Ottawa, Ontario ☎ 613-236-1162 ☎ 613-236-9681 ✉ wskippon@cvma-acmv.org</p>

Equidae Working Group
Groupe de travail des équidés

<p>Al Patterson <i>Equine Canada / Canada Hippique</i> Newmarket, Ontario ☎ 866-282-8395 ☎ 613-248-3484 ✉ qtfarm@allstream.net</p>	<p>Bill desBarres <i>Equine Canada / Canada Hippique</i> Medicine Hat, Alberta ☎ 403-526-1070 ✉ lazydbar@telusplanet.net</p>
<p>Brian Tropea <i>Ontario Harness Horse Association</i> Cambellville, Ontario ☎ 866-774-6442 ☎ 905-854-6103 ✉ brian@ohha.ca</p>	<p>Bruce Brown <i>Horse Facility Council for the Ontario Equestrian Federation</i> Ajax, Ontario ☎ 905-668-4641 ✉ broncoxprs@sympatico.ca</p>
<p>Debbie Millar <i>Equine Canada / Canada Hippique</i> Ottawa, Ontario ☎ 613-248-3433, ext 135 ✉ dmillar@equinecanada.ca</p>	<p>Edward Kendall <i>Equine Canada / Canada Hippique</i> ☎ 306-251-0090 ✉ ekendall@link.ca</p>
<p>Fran Okihiro <i>Canadian Thoroughbred Horse Society</i> Rexdale, Ontario ☎ 416-675-1370 ☎ 416-674-9405 ✉ cths@idirect.com</p>	<p>Gayle Ecker <i>University of Guelph / Université de Guelph</i> Guelph, Ontario ☎ 519-824-4120, ext. 56678 ☎ 519-767-1081 ✉ gecker@uoguelph.ca</p>
<p>Jack de Wit <i>Equine Canada / Canada Hippique</i> Brooklin, Ontario ☎ 905-655-4666 cell : 905-424-4666 ☎ 905-655-9755 ✉ cndhrsman@bellnet.ca</p>	<p>John Snobelen <i>University of Colorado</i></p>
<p>Kim Berlie <i>Canadian Sport Horse Association</i> Calgary, Alberta ☎ 403-652-4159 ✉ slipstreamfarm@platinum.ca</p>	<p>Sandra Conrad <i>Equine Canada / Canada Hippique</i> Lawrencetown, Nova Scotia / Nouvelle-Écosse ☎ 902-462-2609 ☎ 902-462-6402 ✉ sconrad@navnet.net</p>
<p>Susan Stewart <i>Equine Canada / Canada Hippique</i> Ottawa, Ontario ☎ 613-826-1155 ✉ ssvisions@sympatico.ca</p>	<p>Vel Evans <i>Equine Canada / Canada Hippique</i> Newmarket, Ontario ☎ 905-953-8250 ☎ 905-953-8809 ✉ velevans@rogers.com</p>

Farmed Animals Working Group
Groupe de travail des animaux d'élevage

<p>Bernadette Cox <i>Canadian Egg Marketing Agency / Office canadien de commercialisation des œufs</i> Ottawa, Ontario ☎ 613-238-2514 ☎ 613-238-1967 ✉ bcox@canadaegg.ca</p>	<p>Bill Ballantyne <i>Canadian Animal Health Coalition / Coalition canadienne pour la santé des animaux</i> Oakville, Ontario ☎ 905-815-6534 ☎ 905-815-6377 ✉ ballanbi@mapleleaf.ca</p>
<p>Chris den Hertog <i>Canadian Broiler Hatching Egg Marketing Agency/ Office canadien de commercialisation des œufs d'incubation de poulet à chair</i> Ottawa, Ontario ☎ 613-232-3023 ☎ 613-232-5241 ✉ chris@trine-enterprise.com</p>	<p>Garry Claassen <i>Canadian National Goat Farming Federation</i> Teeswater, Ontario ☎ 519-357-5744 ✉ classen@wightman.ca</p>
<p>Harold Froese <i>Canadian Egg Marketing Agency / Office canadien de commercialisation des œufs</i> Oak Bluff, Manitoba ☎ 204-895-8347 ☎ 204-889-2570 ✉ froesehj@mts.net</p>	<p>Jennifer Fleming <i>Canadian Sheep Federation / Fédération canadienne nationale de la chèvre</i> Guelph, Ontario ☎ 519-824-6018 ☎ 866-909-5360 ✉ admin@cansheep.ca</p>
<p>Louis Desautels <i>Canadian Cattlemen's Association</i> Silton, Saskatchewan ☎ 306-729-4881 ✉ ldesautels@canwan.com</p>	<p>Matt Taylor <i>Canadian Animal Health Coalition / Coalition canadienne pour la santé des animaux</i> Calgary, Alberta ☎ 403-210-1856 ☎ 403-206-7374 ✉ m-taylor@telusplanet.net</p>
<p>Morgan Radford <i>Canadian Pork Council / Conseil Canadien du porc</i> Ottawa, Ontario ☎ 613-236-9239 ☎ 613-236-6658 ✉ radford@cpc-ccp.com</p>	<p>Phil Boyd <i>Canadian Turkey Marketing Agency / Office canadien de commercialisation du dindon</i> Mississauga, Ontario ☎ 905-812-3140 ☎ 905-812-9326 ✉ ctma@canadianturkey.ca</p>
<p>Norman G. Willis <i>The Norm Willis Group</i> Ottawa, Ontario ☎ 613-297-3933 ☎ 613-247-1701 ✉ nwillisgrp@on.aibn.com</p>	<p>Réjean Bouchard <i>Dairy Farmers of Canada / Producteurs laitiers du Canada</i> Ottawa, Ontario ☎ 613-236-9997 ☎ 613-236-0905 ✉ rejeanb@dfc-plc.ca</p>

Farmed Animals Working Group ... continued
Groupe de travail des animaux d'élevage ... suite

<p>Bernadette Cox <i>Canadian Egg Marketing Agency / Office canadien de commercialisation des œufs</i> Ottawa, Ontario ☎ 613-238-2514 ☎ 613-238-1967 ✉ bcox@canadaegg.ca</p>	<p>Chris den Hertog <i>Canadian Broiler Hatching Egg Marketing Agency/ Office canadien de commercialisation des œufs d'incubation de poulet à chair</i> Ottawa, Ontario ☎ 613-232-3023 ☎ 613-232-5241 ✉ chris@trine-enterprise.com</p>
<p>Richard Doyle <i>Dairy Farmers of Canada / Producteurs laitiers du Canada</i> Ottawa, Ontario ☎ 613-236-9997 ☎ 613-236-0905 ✉ rdoyle@dfc-plc.ca</p>	<p>Wayne Kroeker <i>Canadian Turkey Marketing Agency / Office canadien de commercialisation du dindon</i> Mississauga, Ontario ☎ 905-812-3140 ☎ 905-812-9326 ✉ ctma@canadianturkey.ca</p>
<p>Weronika Ziomek <i>Canadian Egg Marketing Agency / Office canadien de commercialisation des œufs</i> Ottawa, Ontario ☎ 613-238-2514 ext 236 ☎ 613-238-1967 ✉ wziomek@canadaegg.ca</p>	

**Federal Government Working Group
Groupe de travail du Gouvernement fédéral**

<p>Annie Lemaire <i>Canadian Food Inspection Agency / Agence canadienne d'inspection des aliments</i> Montréal, Québec 514-283-3815 ext 390 514-283-1018</p>	<p>Johanne Constantine <i>Canadian Food Inspection Agency / Agence canadienne d'inspection des aliments</i> Ottawa, Ontario ☎ 613-694-3021 ☎ 613- 694-3030 ✉ constantinej@inspection.gc.ca</p>
<p>Ian Alexander <i>Health Canada / Santé Canada</i> Ottawa, Ontario ☎ 613-957-3859 ☎ 613-954-5694 ✉ ian_alexander@hc-sc.gc.ca</p>	<p>Mohamed Karmali <i>Public Health Agency of Canada / Agence de la santé publique du Canada</i> Guelph, Ontario ☎ 519-822-2280 ☎ 519-826-2606 ✉ mohamed_karmali@phac-aspc.gc.ca</p>
<p>Peter Buck <i>Public Health Agency of Canada / Agence de la santé publique du Canada</i> Ottawa, Ontario ☎ 613-954-9729 ☎ 613-946-0798 ✉ peter-buck@phac-aspc.gc.ca</p>	<p>Susan Read <i>Public Health Agency of Canada / Agence de la santé publique du Canada</i> Guelph, Ontario ☎ 519-826-2981 ☎ 519-826-2362(7) ✉ susan_kead@phac-aspc.gc.ca</p>
<p>Todd Shury <i>Parks Canada Agency /Agence Parcs Canada</i> Gatineau, Québec ☎ 306-966-2930 / 306-227-0630 ☎ 306-966-7439 ✉ todd.shury@pc.gc.ca</p>	<p>Vasu Dev Sharma <i>Health Canada / Santé Canada</i> Ottawa, Ontario ☎ 613-957-3861 ☎ 613-957-3861 ✉ vasu_dev_sharma@hc-sc.gc.ca</p>
<p>Glenn Easton <i>Agriculture and Agri-Food Canada / Agriculture et agroalimentaire Canada</i> Ottawa, Ontario ☎ 613-759-7376 ☎ 613-794-6438 ✉ eastong@agr.gc.ca</p>	<p>Cameron Siles <i>Agriculture and Agri-Food Canada / Agriculture et agroalimentaire Canada</i> Ottawa, Ontario ☎ 613-694-2603 ☎ 613-759-6438 ✉ silesc@agr.gc.ca</p>
<p>Stephen Woodley <i>Parks Canada Agency /Agence Parcs Canada</i> Gatineau, Québec ☎ 819-994-2446 ☎ 819-997-3380 ✉ Stephen.Woodley@pc.gc.ca</p>	<p>Tatjana Coklin <i>Canadian Food Inspection Agency / Agence canadienne d'inspection des aliments</i> Ottawa, Ontario ☎ 613-221-7236 ☎ 613-221-7296 ✉ coklint@inspection.gc.ca</p>
<p>Dan Wicklum <i>Environment Canada / Environnement Canada</i> Gatineau, Québec ☎ 819-997-5674 ✉ danwicklum.ec.gc.ca</p>	<p>Keith Marshall <i>Environment Canada / Environnement Canada</i> Ottawa, Ontario ☎ 613-998-0450 ☎ 613-998-0458</p>

Other Autre

<p>Lawrence E. Miller <i>United-States Dept of Agriculture</i> Riverdale, Maryland ☎ 301-734-7718 ☎ 301-734-0750</p>	<p>Jacqueline Badcock <i>Government of New Brunswick / Gouvernement du Nouveau Brunswick</i> New Brunswick / Nouveau Brunswick ☎ 506-453-2427 ✉ jackie.badcock@gnb.ca</p>
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Science Working Group Groupe de travail de la science

<p>Andrew Potter <i>Vaccine and Infectious Diseases Organization</i> Saskatoon, Saskatchewan ☎ 306-966-7484 ☎ 306-966-7478 ✉ andrew.potter.usask.ca</p>	<p>Craig Stephen <i>Centre for Coastal Health</i> Nanaimo, British Columbia / Colombie-Britannique ☎ 250-740-6366 ✉ csthen@ucalgary.ca</p>
<p>Harpreet S Kochhar <i>Canadian Food Inspection Agency / Agence canadienne d'inspection des aliments</i> Nepean, Ontario ☎ 613-221-7313 ☎ 613-221-7082 ✉ hkochhar@inspection.gc.ca</p>	<p>Jacques Surprenant <i>Agriculture and Agri-Food Canada / Agriculture et agroalimentaire Canada</i> Sherbrooke, Québec ☎ 819-565-9174 ext 101 ☎ 819-564-4974 ✉ surprenantj@agr.gc.ca</p>
<p>Mark Williamson <i>Defence Research and Development Canada / Recherche et développement pour la défense Canada</i> Ottawa, Ontario ☎ 613-996-2366 ☎ 613-995-0002 ✉ mark.williamson@drdc-rddc.gc.ca</p>	<p>Pramod K. Mathur <i>Canadian Centre for Swine Improvement Inc. Centre Canadien pour l'amélioration des Porcs Inc.</i> Ottawa, Ontario ☎ 613-233-8872 ext 28 ☎ 613-233-8903 ✉ pramod@ccsi.ca</p>
<p>Richard Caldeira Health Canada / Santé Canada Ottawa, Ontario ☎ 613-941-4404 ☎ 613-952-6400 ✉ richard_caldeira@hc-sc.gc.ca</p>	<p>Stephen J. Stephen <i>Department of Fisheries and Oceans / Pêches et océans Canada</i> Ottawa, Ontario ☎ 613-990-0292 ☎ 613-993-7665 ✉ stephen@dfo-mpo.gc.ca</p>

Universities and Colleges Working Group Group de travail des universités et collèges

<p>Timothy Ogilvie <i>Atlantic Veterinary College / University of PEI</i> Charlottetown, Prince Edward Island ☎ 902-566-0825</p>	
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Wildlife Working Group Group de travail de la Faune

<p>Carla Baker <i>Wildlife Disease</i> Igloolik, Nunavut ☎ 867-934-2178 ✉ CBaker2@gov.nu.ca</p>	<p>David Brackett <i>Wildlife Habitat Canada</i> Ottawa, Ontario ☎ 613- 722-2090 ext 224 ☎ 613-722-3318 ✉ dbrackett@whc.org</p>
<p>John Dungavell <i>Ministry of Natural Resources / Ministère des Richesses naturelles</i> Peterborough, Ontario ☎ 705-755-1573 ☎ 705-755-1900 ✉ john.dungavell@ontario.ca</p>	<p>Leigh Edgar <i>Canadian Wildlife Federation</i> Kanata, Ontario ☎ 613-599-9594 / 613-599-4428 ☎ 613-599-4428</p>
<p>Margo Pybus <i>Wildlife Disease</i> Edmonton, Alberta ☎ 780-427-3462 ✉ margo.pybus@gov.ab.ca</p>	<p>Mike Sullivan <i>Department of Natural Resources and Energy</i> Fredericton, New Brunswick ☎ 506-453-2440 ☎ 506-453-6699 ✉ mike.sullivan@gnb.ca</p>
<p>Patrick Zimmer <i>Canadian Cooperative Wildlife Health Centre / Centre canadien coopératif de la santé de la faune</i> Saskatoon, Saskatchewan ☎ 306-966-6060 ☎ 306-966-7387 ✉ patrick.zimmer@usask.ca</p>	<p>Terri-Lee Reid <i>Canadian Wildlife Federation / Fédération canadienne de la faune</i> Ottawa, Ontario ☎ 613-599-9594 ☎ 613-599-4428 ✉ terrileer@cwf-fcf.org</p>

National Animal Health Strategy Stratégie nationale sur la santé des animaux

<p>Chandonette Johnson Ottawa, Ontario ☎ 613-694-3044 ✉ johnsoncx@inspection.gc.ca</p>	<p>Farouk El Allaki Ottawa, Ontario ☎ 613-694-3004 ✉ elallakif@inspection.gc.ca</p>
<p>Jackie Forman Ottawa, Ontario ☎ 613-694-3057 ✉ formanj@inspection.gc.ca</p>	<p>Joey Martino Ottawa, Ontario ☎ 613-694-3056 ✉ martinoj@inspection.gc.ca</p>
<p>Manjit Kerr-Upal Ottawa, Ontario ☎ 613-694-3076 ✉ kerrupalm@inspection.gc.ca</p>	<p>Reda Ouamara Ottawa, Ontario ☎ 613-694-3024 ✉ ouamarar@inspection.gc.ca</p>
<p>Ron Clarke Ottawa, Ontario ☎ 613-694-3006 ✉ clarkerr@inspection.gc.ca</p>	<p>Sawar Alvi Ottawa, Ontario ☎ 613-694-3064 ✉ alvis@inspection.gc.ca</p>
<p>Shane Renwick Ottawa, Ontario ☎ 613-694-3092 ✉ renwicks@inspection.gc.ca</p>	

<p>Amanda Conquer Ottawa, Ontario ☎ 613-694-3028 ✉ conquera@inspection.gc.ca</p>	<p>Johanne Beaulieu Ottawa, Ontario ☎ 613-694-3069 ✉ beaulieujx@inspection.gc.ca</p>
<p>Louise Chevrier Ottawa, Ontario ☎ 613-694-3032 ✉ chevrierl@inspection.gc.ca</p>	