

Independent Mid-Term Review

of the

Stop trans-boundary animal diseases and zoonoses (STANDZ) initiative

Implemented by the World Organisation for Animal Health (OIE) and financed by the Australian Government Department of Foreign Affairs and Trade (DFAT)

Grant agreement number 59667

FINAL draft report of the independent consultant

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Date: 3rd April 2014

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Abbreviations

AC	Advisory Committee (of STANDZ)
ACIAR	Australian Centre for International Agricultural Research
ADB	Asian Development Bank
AEC	ASEAN Economic Community
ARAHIS	ASEAN Regional Animal Health Information System
ASEAN	Association of South East Asian Nations
ASEC	ASEAN Secretariat
ASWGL	ASEAN Sectoral Working Group on Livestock
CLMV	Cambodia, Laos, Myanmar, Viet Nam
DA	(Australian Government) Department of Agriculture
DFAT	(Australian Government) Department of Foreign Affairs and Trade
DLBVS	Department of Livestock Breeding and Veterinary Services (Myanmar)
DLD	Department of Livestock Development (Thailand)
ECTAD	Emergency Center for Transboundary Animal Diseases (part of FAO)
EID	Emerging Infectious Disease
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
FMD	Foot and Mouth Disease
GF-TADs	Global Framework for the Progressive Control of Transboundary Animal Diseases
GST	Gender/Social Team
HPED	Regional cooperation programme on Highly Pathogenic and Emerging and Re-emerging Diseases (EU-funded program) in Asia
M&E	Monitoring and Evaluation
OIE	World Organisation for Animal Health
PVS	OIE Tool for the Evaluation of Performance of Veterinary Services (OIE PVS Tool)
RBM	Results Based Management
RCU-SEAFMD	Regional Coordination Unit for the South East Asia FMD Campaign
SEAFMD	South-East Asia Foot and Mouth Disease Campaign
SEACFMD	South-East Asia and China Foot and Mouth Disease Campaign
SRR	Sub-Regional Representation (OIE)
SRR-SEA	OIE Sub-Regional Representation for South East Asia
STANDZ	Stop Transboundary Animal Diseases and Zoonoses Initiative
STRIVES	Strengthening Initiatives for Veterinary Services (component of STANDZ)

TADs	Transboundary Animal Diseases
ToC	Theory of Change
ToR	Terms of Reference
USAID	United States Agency for International Development
VS	Veterinary Services
WAHIS	World Animal Health Information System (OIE)
WHO	World Health Organisation
WTO	World Trade Organisation

ASEAN map and latest summary indicators



<p>10 Member Countries: (yellow targeted by additional operational support from STANDZ)</p> <ul style="list-style-type: none"> • Brunei Darussalam • Cambodia • Indonesia • Lao PDR • Malaysia • Myanmar • Philippines • Singapore • Thailand • Vietnam 	<p>+ 3</p> <p>China Japan Korea</p>	<p>+ 6</p> <p>China Japan Korea India Australia New Zealand</p>
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Table 1

Selected basic ASEAN indicators

as of 31 January 2014

Country	Total land area	Total population ^{1/}	Population density ^{1/}	Annual population growth ^{1/}	Gross domestic product at current prices	Gross domestic product per capita at current prices		International merchandise trade ^{3/}			Foreign direct investments infow ^{4/5/}	
	km ²	thousand	persons per km ²	percent	US\$ million	US\$	US\$ PPP ^{2/}	Exports	Imports	Total trade	US\$ million	US\$ million
	2012	2012	2012	2012	2012	2012	2012	2012	2012	2012	2011	2012 ^{p/}
Brunei Darussalam	5,769	399.8	69	1.7	16,969.7	42,445.5	55,399.6	13,182.2	3,674.1	16,856.3	1,208.3	n.a
Cambodia	181,035	14,741.4	81	1.5	14,411.2	977.6	2,515.6	7,434.9	11,228.8	18,663.7	891.7	1,557.1
Indonesia	1,860,360	244,775.8	132	1.5	878,223.4	3,587.9	4,971.4	190,031.8	191,689.5	381,721.3	19,241.6	19,853.4
Lao PDR	236,800	6,514.4	28	2.0	9,083.1	1,394.3	2,904.5	2,655.2	3,503.5	6,158.8	300.7	294.4
Malaysia	330,290	29,518.0	89	1.6	305,154.4	10,337.9	16,975.4	227,537.8	196,392.6	423,930.3	12,000.9	9,400.0
Myanmar	676,577	60,976.0	89	1.0	52,524.9	861.4	1,450.2	9,314.9	9,188.4	18,503.3	2,057.0	1,152.3
Philippines	300,000	97,690.9	326	1.9	250,542.7	2,564.6	4,339.4	51,995.2	65,386.4	117,381.6	1,815.9	2,797.0
Singapore	715	5,312.4	7,429	2.5	276,609.5	52,068.7	61,461.2	408,393.6	379,723.3	788,116.9	55,285.2	56,172.0
Thailand	513,120	67,912.0	132	0.5	366,126.6	5,391.2	9,610.8	229,524.2	247,777.7	477,301.9	8,999.4	10,697.0
Viet Nam	330,951	88,772.9	268	1.1	141,669.1	1,595.9	3,706.5	114,510.7	113,282.5	227,793.3	7,519.0	8,368.0
ASEAN	4,435,617	616,613.7	139	1.4	2,311,314.7	3,748.4	5,865.4	1,254,580.7	1,221,846.8	2,476,427.4	109,319.9	110,291.2

Sources ASEAN Finance and Macro-economic Surveillance Unit Database, ASEAN Merchandise Trade Statistics Database, ASEAN Foreign Direct Investment Statistics Database (compiled/computed from data submission, publications and/or websites of ASEAN Member States' national statistics offices, central banks and relevant government agencies, and from international sources)

Symbols used

- not available as of publication time
n.a. not applicable/not available/not compiled
Data in *italics* are the latest updated/revised figures from previous posting.
p/ preliminary

Notes

1/ Refers to/based on mid-year total population based on country projections
2/ Computed based on IMF WEO Database April 2013 estimates and the latest actual country data
3/ ASEAN IMTS Database 2012 figures are as of 20 December 2013
4/ Unless otherwise indicated, figures include equity, reinvested earnings and inter-company loans
5/ FDI, 2012 figures are preliminary as of 30 October 2013; no data available for Brunei Darussalam

Basic data on STANDZ

Name:	Stop Trans-boundary Animal Diseases and Zoonoses Initiative
Type of aid:	Grant funding to OIE provided in 4 tranches, based on the scope of an approved project design (May 2011)
Grant agreement #:	59667
Duration:	1 st June 2011 to 30 th June 2016 (5 years)
Value of GoA support:	A\$ 12.7m
Executing agency:	World Organisation for Animal Health (OIE)
Geographic coverage:	ASEAN countries plus China – with specific focus on operational support needs of Cambodia, Laos, Myanmar and Viet Nam
Key stakeholders:	Livestock Departments under the Ministries of Agriculture, veterinary associations, faculties of veterinary sciences, and regional organisations such as the Association of Southeast Asian Nations (ASEAN)
Objectives (from design document):	<p>The Goal of the STANDZ Initiative is to reduce the impact of emerging infectious diseases (EIDs) on food security, public health and livelihoods in South East Asia.</p> <p>The Purpose of STANDZ is to strengthen the capacity of animal health sectors in South East Asian countries for the prevention, control and eradication of priority Emerging Infectious Diseases (EIDs) Trans-boundary Animal Diseases (TADs) and Zoonoses.</p> <p>The four (4) Component Objectives of STANDZ are:</p> <ol style="list-style-type: none">1. Support animal health regional and international coordination in South East Asia;2. Strengthen the capacity of national Veterinary Services consistent with OIE tools and standards;3. Develop, better resource and implement priority animal disease management strategies, including more intensive in-country support to SEACFMD Phase IV consistent with the revised SEACFMD Roadmap 2020; and4. Strengthen the capacity of the OIE Sub-Regional Representation in South East Asia in priority organisational development areas of gender/social mainstreaming, monitoring and evaluation, operations research, and communications

Executive summary

1. Background

This executive summary documents the main conclusions and recommendations of an independent mid-term review of the STANDZ (Stop Transboundary Animal Diseases and Zoonoses) initiative. Details of findings are contained in the main report.

STANDZ is funded by the Australian Government Department of Foreign Affairs and Trade (DFAT) and implemented by the World Organisation for Animal Health (OIE) through its Sub-Regional Representation for South East Asia (SSR-SEA) based in Bangkok. STANDZ is a \$12.7m investment over five years – 2011 to 2016.

The review was undertaken by one independent consultant contracted by DFAT, during the period January to March 2014. The review included travel to Bangkok, Vientiane, Huay Xai, Hanoi, Phnom Penh, Yangon and Nay Pyi Taw in order to interview key stakeholders.

The review has focused primarily on STANDZ design, management and monitoring issues, and has been forward looking in nature. The primary aim has been to formulate a set of useful recommendations (for DFAT and OIE to consider) that will further support the effectiveness of STANDZ implementation over the second half of its life.

2. Main conclusions

The main conclusions of this review are as follows:

- The STANDZ initiative remains highly relevant to promoting FMD control efforts in the region, to improving Veterinary Services, to controlling rabies and promoting a One Health approach, and to helping OIE strengthen its program management capacities in the region. The financing approach directly supports key aid effectiveness principles. The initiative is consistent with Australia's international development policy objectives (e.g. the DFAT Pandemic and Emerging Infectious Diseases Framework, the DFAT East Asia Regional Strategy, and recent aid policy pronouncements by Australia's Foreign Minister) in terms of promoting human health, food security, economic development and regional trade, as well as making an indirect contribution to poverty alleviation. It is also well aligned with national and regional strategic plans on animal health.
- The quality of the original approved design was, in hindsight, sub-optimal in terms of providing the SRR-SEA management team with a clear and practical framework within which to plan, monitor and report on the work undertaken and results achieved with STANDZ support. For example, the component structure as designed placed some closely related outcomes, outputs and activities relevant to FMD under different components, thus obscuring the logical link (Theory of Change) between them.
- SRR-SEA is nevertheless effectively implementing key elements of the original STANDZ design (FMD control, rabies control, Veterinary Services Strengthening and OIE systems strengthening), is generating some useful products (e.g. strategic plans, socio-economic studies, PVS evaluation and gap analysis reports) and is demonstrating its contribution to some significant results (e.g. collaborative action on FMD, increased vaccination coverage in targeted locations, mobilisation of additional resources for Veterinary Services strengthening). OIE is also widely regarded as a valuable and responsive partner by its national and regional counterparts.

- OIE’s comparative advantages lie in its membership arrangements, its established in-country structures (national OIE Delegate and Focal Points), its reputation for technical competence in its core area of expertise (including in Veterinary Services standards development and promotion), its partnerships with agencies such as FAO and WHO, and its objectivity. It is not an implementing agency or donor, and is not well set up to directly manage or supervise complex field operations. There is a potential risk that if OIE tries to move more towards direct support to implementing larger projects / programmes on the ground – it could compromise some of these current comparative advantages. Expand with caution.
- OIE is a cost effective vehicle through which to channel funding, and is generally efficient in managing resources. However, there are some weaknesses in administrative procedures and capacities (e.g. budgeting, finance management, HR management, internal information management, M&E) that need ongoing efforts to improve - in order to maintain efficiency and effectiveness as well as manage fiduciary risks.
- Monitoring and evaluation of STANDZ has proven somewhat problematic, for various reasons, including an initial design that was too complex and inappropriately structured and difficulties in finding suitable M&E consultancy support to help implement a practical system. Expectations have also not been clear, resulting in some lost time and wasted effort. Nevertheless, progress has recently been made with the support of the most recently contracted M&E specialist. This now needs to be built on, making sure the system and approach is focused on generating clear and practical management information that meets the needs of SRR-SEA and DFAT.
- The issue of promoting gender equality was given significant emphasis in the initial design, and SRR-SEA has since struggled to understand exactly what was expected of them (from DFAT) in terms of both actions and reporting. In the Reviewer’s opinion, DFAT’s initial expectations were somewhat unrealistic and the gender components of the design (and subsequent more detailed gender strategy and action plan products) were too theoretical and complex to service as a practical guide for the SRR-SEA management team. Nevertheless, awareness of gender issues has been promoted among SRR-SEA staff, investigation of gender issues are being specifically included in relevant socio-economic studies supported by STANDZ, and SRR-SEA staff are being encouraged to raise gender equality / access issues with key counterparts when it comes to participation in OIE / STANDZ supported events.
- With respect to sustainability of benefits, investment through OIE has a number of clear advantages, given that it is itself a sustainable institution and has a clear focus on supporting systems strengthening within regional and national level institutions. Sustainability of key activities supported by STANDZ (post 2016) remains largely dependent on availability of future funding, from whatever source. Mobilising additional financial support from national governments within the region, particularly for regional coordination activities on such issues as FMD control, would be highly desirable.

3. Recommendations

The overarching recommendation of the review is as follows:

- From 2014 – 16, both DFAT and OIE HQ should maintain their active support for the very useful work being undertaken by the SRR-SEA team based in Bangkok, including with respect to their use of STANDZ resources. There is no need for any major changes

in the scope of work being supported through STANDZ or the way it is being managed. This appears to be an effective strategic collaboration between DFAT and OIE.

More specific recommendations are provided below under each of the main (forward-looking) questions included in the approved Evaluation Plan (shown in the bold and italicised boxes).

1. What, if any, improvements / changes to the design structure and/or scope are recommended to help deliver desired benefits by June 2016?

Recommendation 1

It is recommended that a new STANDZ component structure be agreed by members of the STANDZ Steering Committee, along the lines of what is profiled in Annex 6 to this report. This should be used as the framework for guiding all future planning, monitoring and reporting work on STANDZ supported initiatives.

There is no need for a formal ‘re-design’ process. All key elements of the original STANDZ design will remain. This re-configuration merely aims to reflect the reality of how the programme is managed in practice, and will support improved monitoring and evaluation.

2. What should be prioritized in the second half of STANDZ implementation ...that will support enhanced effectiveness of STANDZ implementation?

Recommendation 2

It is recommended that the following elements of the STANDZ program should be given priority over the second half of the implementation period:

- Continued support to FMD control efforts, in particular top priority should be given to: (i) the work of the SEACFMD Sub-Commission and its working groups; and (ii) implementation of the planned pilot vaccination programs in northern Laos and in Myanmar (if Myanmar is ultimately deemed to be feasible).

The preparation / improvement of Regional and National FMD plans and the conduct of FMD related research and studies in CLMV countries should also continue to be supported as time and resources permit.

- Continued support to strengthening Veterinary Services (focused on the CLMV countries), in particular top priority should be given to: (i) facilitating follow-up to PVS Evaluation and PVS Gap Analysis findings; and (ii) supporting the collection, data sharing, analysis, and use of animal health information, particularly through the WAHIS and ARAHIS systems.

Promoting actions that support adoption / use of ‘OIE Guidelines on Veterinary Education Core Curriculum’ and ‘Day 1 Competencies’ by selected Veterinary Education Establishments; and assisting with the establishment of Veterinary Statutory Bodies in selected countries should also continue as time and resources permit.

- Continued support for rabies eradication efforts and the One Health approach focusing on dog vaccination, in particular top priority should be given to: (i) implementation of the planned pilot vaccination programme in the Philippines (and possibly one other country); and (ii) rabies research / information generation - including following up on the oral rabies vaccine trial in Thailand, and preparing a baseline of information pertinent to rabies control and elimination in the region.

Support for One Health coordination meetings and related activities and for preparation and / or improvement to rabies eradication plans should also continue as time and resources permit.

- Continued support for SRR-SEA capacity development in program and fiduciary risk management, in particular implementation of enhanced systems and procedures for budgeting, financial administration and reporting, Monitoring and Evaluation, and the quality assurance of key SRR-SEA / STANDZ products and services.

3. What, if any, improvements in the efficiency and/or effectiveness of STANDZ governance and management practices and approaches are recommended?

Recommendation 3

It is recommended that the following actions be considered:

- Discontinue the Advisory Committee meetings, and instead engage with this broader pool of STANDZ partners through other ongoing meetings and consultations.
- Clarify the role of Steering Committee members in the quality assurance and approval process of both Small Grant Facility (SGF) applications and the planned larger programmatic interventions (e.g. Laos FMD, Philippines rabies and possibly Myanmar FMD). In addition, the use of (independent) peer / expert review of the larger programmatic interventions should be clarified, to help support the quality of design and subsequent implementation.
- OIE HQ should expedite the process of producing its updated administrative procedures at the earliest opportunity in ongoing consultation with SRR-SEA (among others). OIE-HQ should also clearly respond to the questions and issues already raised by SRR-SEA staff in two documents (namely the written comments provided on the draft procedures manual of May 2013, and the report of the short-term Australian Department of Agriculture secondee of September 2013).

4. What needs to be done over the period 2014-16 to further promote the prospects of sustaining STANDZ supported benefits and/or activities after the current financing agreement with Australia is finished?

Recommendation 4

It is recommended that:

- OIE continue to seek additional voluntary contributions from diversified sources to the World Animal Health and Welfare Fund, including contributions that can be used for supporting some of the core operating costs of the SSR-SEA (including staff).
- Prior to the end of 2014, a preliminary ‘Exit Strategy’ should be drafted by the STANDZ Steering Committee. The preliminary strategy should identify what needs to be done and by whom in order to effectively plan for the possible cessation of STANDZ funding in mid-2016.
- Prior to the end of 2015, OIE should pick up the costs of some of the core operating costs currently funded by STANDZ (including some salaries) as a demonstration of its commitment to maintaining SSR-SEA operational capabilities.

- Prior to the end of 2015, DFAT should aim to make a clear decision on whether or not it will continue to support the operations of SSR-SEA through to 2020, and if so the likely scope of that support. It is further recommended that DFAT should continue some level of support, to at least maintain its engagement in regional FMD control efforts through to 2020, the end of the current regional FMD roadmap.

5. What changes in the way M&E is being undertaken are recommended to help ensure effective monitoring and evaluation of the STANDZ initiative?

Recommendation 5

It is recommended that:

- The further development of monitoring and reporting systems should be undertaken within the framework of the new component structure as outlined in Recommendation 1 and profiled in Annex 5 to this report. Once the new component structure has been agreed, OIE will subsequently need to adapt its budgeting, financial management and reporting coding accordingly.
- The primary focus of all M&E efforts should be on the utility of the management information generated for SRR-SEA and DFAT, not theoretical ideals.
- The services of an M&E specialist should continue to be used through to the end of 2015, on a retainer contract with a review of performance at the end of 2014. M&E support inputs should be based on demand from the SRR-SEA Representative (in consultation with his management team). Payment for services should be based on the submission of periodic (e.g. bi-monthly) time sheets (showing hours and days worked, on what main activities, and in what location), a brief description of the main documented outputs delivered during the period, and an invoice for fees and any agreed reimbursable costs.
- The overall scope of work of the M&E specialist should be kept broad (to allow for flexibility in determining what is really working / useful), but this also means that the consultant needs to be carefully managed.
- The M&E Concept Paper prepared by the current M&E Specialist (Piechotta) in January 2014 should be used as the initial basis for discussing and agreeing on the broad scope and focus of M&E consultancy inputs over the next year or so. However, there are some elements in the current proposal that may not prove to be so practical and/or useful, such as the proposed tracer studies and the use of impact diaries. Stakeholder surveys can be useful, but need to be appropriately designed and delivered to get reasonable response rates and make the efforts worthwhile.

6. What changes in approach and activities are recommended for STANDZ to achieve its gender and social equality objectives, and what should be prioritised?

Recommendation 6

It is recommended that DFAT expectations as what SRR-SEA should be expected to do, achieve and report on with respect to gender mainstreaming / equality be moderated, given that this was given disproportionate (and overly theoretical) emphasis in the STANDZ design.

Nevertheless, it is recommended that SRR-SEA continue to give specific attention and focus to:

- Collecting and reporting gender-disaggregated data relevant to those participating in key SRR-SEA supported events;
- Promoting equality of access and opportunity to SRR-SEA sponsored events with key counterparts (e.g. by encouraging them to nominate women for such things as secondments to SRR-SEA and participation in key meetings and training events)
- Ensuring gender issues are specifically addressed in the TOR for relevant studies and small grants (e.g. socio-economic studies on FMD control, strengthening of Veterinary Services) and subsequently disseminating gender related findings;
- Ensuring gender and socio-economic issues are appropriately addressed in the scope of work / grant funding agreements for the larger programmatic interventions (e.g. in initial project proposals, the development of communication strategies, and M&E priorities); and
- Continuing to promote gender equity in their own workplace.

1 Introduction

1.1 Background

In May 2011, the Australian Agency for International Development (AusAID) confirmed a grant funding agreement to the World Organisation for Animal Health (OIE) to implement the Stop Transboundary Animal Disease and Zoonoses (STANDZ) Initiative. STANDZ was designed in early-2011 by an AusAID-commissioned program design team to assist OIE in developing a program that meets AusAID quality requirements. AusAID and the Australian Government Department of Agriculture provided regular inputs during the course of the design process.

The purpose of STANDZ is to strengthen animal health systems and improve the performance of Veterinary Services in South East Asia in the prevention, control, and eradication of emerging infectious diseases (EIDs), transboundary animal diseases (TADs), and zoonoses.

The OIE Sub-Regional Representation for South East Asia (SRR-SEA) implements STANDZ across the 11 countries of South East Asia and China, but with a focus on AusAID priority countries (i.e. Cambodia, Laos, Myanmar, and Vietnam).

The program's key stakeholders include: livestock departments under the Ministries of Agriculture, veterinary associations, faculties of veterinary sciences, and regional organisations such as the Association of Southeast Asian Nations (ASEAN). Program implementation approaches include:

- Policy engagement at regional and national levels to gain commitment to and alignment of regional and national animal health related policies and strategies with OIE global and regional policies, strategies, standards and guidelines;
- Programmed interventions to build partner government organisational capacity for improved Veterinary Services and disease management performance in select priority areas; and
- A Small Grant Facility (SGF) that allows priority countries and OIE to implement activities for developing: a) national systems strengthening; b) disease management responses for FMD and Rabies; and c) for research that will have regional significance.

STANDZ combines and consolidates the following four program components under one umbrella initiative:

1. AusAID support, since 1997, to the OIE South East Asia and China Foot and Mouth Disease (SEACFMD) Program¹;
2. support to the OIE Performance of Veterinary Services (PVS) Pathway² and identified animal system strengthening activities under the Strengthening Initiatives for Veterinary Services (STRIVES) Component;
3. a pilot Rabies control component to underscore the important role of dog vaccination, of Veterinary Services and the One Health approach to zoonotic disease prevention and response; and

¹ SEACFMD Phase III ended in June 2011. SEACFMD Phase IV is the most significant component supported by AusAID under the STANDZ Initiative.

² The OIE PVS Pathway is a global programme for the sustainable improvement of a country's Veterinary Services' compliance with OIE international standards. More information available at: <http://www.oie.int/support-to-oie-members/pvs-pathway/>

4. OIE SRR program management, including capacity development and adoption of development good practices in STANDZ implementation.

1.2 Purpose of the review and information users

Purpose

Based on the Terms of Reference, the purpose of this independent review is:

- To assess whether the current state, structure, and implementation of STANDZ will enable it to reach its end-of-program objectives by June 2016
- To validate the STANDZ program theory as well as theories of change of the respective four program pillars, including underlying assumptions; and
- To identify key intermediate (intended and unintended) outcomes from STANDZ work to date.

The review also seeks to identify where improvements might be made in terms of STANDZ processes, including (but not limited to) program governance, financial reporting, resourcing, key component activities, how program components link together, whether the program is implemented as designed, the relevance and effectiveness of the STANDZ approach, the likely sustainability of key regional and national activities, and whether STANDZ can be evaluated for outcome information by the end of the program in 2016.

Information users

The primary users of information generated by this review are the Australian Department of Foreign Affairs and Trade (DFAT – formerly AusAID), the World Organisation for Animal Health (OIE), and the Australian Department for Agriculture (DA). DFAT have commissioned this review.

The main secondary users of information generated by this review are partner government agencies involved in STANDZ implementation, and in particular the key decision makers involved in policy making, programming, resource allocation and program implementation relevant to the work of STANDZ. The information generated by this review may also be of use to a range of other agencies involved in animal and human health issues in the region, such as FAO, WHO, ASEAN Secretariat and ASWGL, ACIAR as well as other development partners / donors which are financing related initiatives, such as the ADB, China, France, Japan, Korea (Rep. of), New-Zealand, USAID and the European Commission (EuropeAID).

Key decisions that the review is expected to inform relate to OIE's management of STANDZ implementation and program processes from 2014 to 2016, specifically addressing the areas of relevance, effectiveness, efficiency, sustainability, monitoring & evaluation and gender and social equity.

The Terms of Reference for the review are provided at Annex 1.

1.3 Review method and limitations

- The review has been undertaken by an individual independent consultant, under a contract with DFAT that allows for up to 35 days of inputs. The consultant is a management consultant (with an agricultural economics and development aid background), not an animal health specialist. The review scope has therefore focused primarily on STANDZ design, management and monitoring issues – in an international development assistance context.
- Of the 35 days, approximately 5 days has been spent preparing for the review (including preparation of an Evaluation Plan), 20 days undertaking country visits and stakeholder consultations, 2 days preparing and presenting an Aide Memoire, and 8

days further analyzing the information collected and preparing the draft and final evaluation reports.

- On balance, the review has been formative rather than summative in nature. The review has been forward looking – and has aimed to present clear and practical management recommendations that can be acted on by OIE and DFAT to further enhance the effectiveness of STANDZ over the remaining life of the initiative. The Reviewers main role has been to effectively facilitate a process of reflection, analysis and then decision making about the scope of STANDZ support over the next 2 to 3 years.
- The review has been participatory and conducted in the spirit of ‘appreciative enquiry’. That is to say, the review has focused on identifying what is working well, assessing known constraints / concerns, and identifying ways in which improvements might be made to increase the effectiveness of STANDZ over the period 2014-16.
- The review has involved face to face interviews with a purposively selected number of key respondents, in order to solicit their opinions / feedback on key questions. The review has involved consultations with key stakeholders in Bangkok (Thailand), Vientiane and Huay Xai (Lao PDR), Phnom Penh (Cambodia), Hanoi (Viet Nam), and Nay Pyi Taw and Yangon (Myanmar). A summary of the field work itinerary and a list of people met are provided at Annex 2.
- During the review, the Reviewer also had the opportunity to observe one day of proceedings at a SEACFMD Upper Mekong Working Group meeting in Huay Xai (Lao PDR), part of an OIE/STANDZ sponsored training event on post vaccination monitoring in Yangon, and was provided a tour of the FMD laboratory in Yangon (where FMD vaccines are produced). Many government offices were also seen / observed – of various kinds – which provided certain insights.
- The review has not collected any additional primary data, except for the opinions of key respondents through interviews and an on-line survey. It has relied primarily on existing secondary sources of information, primarily OIE and DFAT records and reports, as well as the ‘Outcome Study Report’ recently produced by the STANDZ M&E consultant. This report does not however try to repeat the details contained in the Outcome Study Report, but rather provides some more general assessment of the status of the STANDZ initiative to guide future strategic directions and concentration of effort. A list of all key reference documents is provided at Annex 3.

Limitations of the review

The main limitations are considered to be as follows:

- One clear limitation of the review has been the time and resources available. This has been a rapid review undertaken by one person within a period of 35 days. The main conclusions and recommendations of the review therefore reflect judgements made by one person, based on his knowledge, experience and particular perspectives.
- The Reviewer did not meet with any Paris-based OIE HQ staff – only conducted phone interviews.
- STANDZ is a relatively complex initiative, covering a range of different activities in multiple geographic locations across many countries and involving a wide variety of different stakeholders. The review has not attempted to assess all activities in all locations, nor has it solicited the views of all stakeholders. Review findings and recommendations need to be understood in this context.

- The review has relied on analytical rather than statistical inference. The review has not collected any new statistically reliable data, for example through using random or stratified sample survey techniques. The review has also not tried to compile national or regional data on such things as FMD vaccination coverage, rabies control efforts, or all the different stakeholders and funding sources involved in FMD or rabies control efforts in the region. Such details, to the extent they exist or are accessible to STANDZ management, are compiled in the 'Outcomes Study Report'. Indeed this MTR should ideally be read in conjunction with the Outcome Study Report.
- The on-line survey solicited very few responses (14 from 60) – and so the feedback from implementing partners is based primarily on the face to face meetings / interviews conducted.
- The Reviewer has deliberately tried to keep the report short and clear. This means a lot of detailed analysis is not provided.

Recognising such limitations, it is nevertheless felt that the review has already helped to clarify some outstanding issues regarding STANDZ design, management and reporting. OIE and DFAT now need to carefully review the recommendations provided, and take appropriate and agreed follow-up actions.

While hopefully capturing and reflecting the views of key stakeholders, the findings and recommendations presented in this report are those of the independent reviewer alone and should not be considered to represent the views of the Government of Australia, OIE or partner Governments.

1.4 Acknowledgements

The review would not have been possible without the support of the SRR-SEA management team and administrative support staff. Many thanks are extended to all of them.

Thanks are also due to the DFAT Senior Program Manager in Bangkok who provided valuable insights into the broader context of STANDZ and facilitated all contracting issues.

Last but not least – many thanks to all the STANDZ partners who made time available for interviews and who facilitated in-country travel, meetings and the learning process.

2 Findings and analysis

The boxed questions listed below are taken from the approved Evaluation Plan, and represent the agreed key questions to be asked and answered by the review.

2.1 Relevance and quality of design

1. Is the STANDZ design scope (including the component structure and scope, the theories of change and the underlying assumptions) still valid and relevant?

The goal of the STANDZ Initiative is to reduce the impact of emerging infectious diseases (EIDs) on food security, public health and livelihoods in South East Asia. The purpose of STANDZ is to strengthen animal health systems and improve the performance of Veterinary Services in South East Asia in the prevention, control, and eradication of emerging infectious diseases (EIDs), transboundary animal diseases (TADs), and zoonoses.

With respect to this goal and purpose, STANDZ is considered to remain valid and relevant in terms of:

- Supporting Australia's own bio-security interests with respect to control of TADs and EIDs in the region (and in line with Australia's current Pandemic and Emerging Infectious Diseases Strategic Framework).
- Its support for, and consistency with, global and regional priorities and strategies for the control of TADs and EIDs, for safeguarding public health and promoting regional trade (e.g. OIE standards, ASEAN / AEC priorities, WTO requirements, GF-TADs).
- Its support for the OIE/FAO/WHO tripartite agreement to promote the One World One Health approach, which emphasises the links between animal and human health and the need for cross-sectoral responses.
- The way it works collaboratively with and through national government counterparts in the Ministries of Agriculture / Livestock (national OIE Delegate and Focal Point structures), and the high regard in which OIE support and services are generally held by these counterparts; and
- The continued importance of (healthy) livestock to the food-security and livelihoods of many millions of people (including poor farmers) in South East Asia, particularly in the Greater Mekong Sub region (GMS).

Within the framework of DFAT's current institutional and programmatic structures for the overseas aid program, the STANDZ program is classified as a regional initiative, overseen from Bangkok, and part of the support for regional public health priorities. In some respects, STANDZ could be equally well classified as an economic development, trade and / or livelihood support initiative. It clearly has the potential to contribute to all, as well as contributing (in the long term) to poverty reduction.

Key STANDZ principles remain highly relevant, namely.

- Action-based approach aligned to country needs, strategies and policies.
- Work in partnership to ensure sustainability of efforts.
- Build in flexibility to modify approaches as necessary and as appropriate
- Target systems strengthening.
- Improve gender and social mainstreaming in SRR-SEA operations and activity implementation.

- Provide scope to leverage from and/or scale up support to Governments and other development partners.

These principles are also being implemented in practice.

With respect to the quality of the approved design document (May 2011), the review's findings are mixed. While the descriptive justification for the initiative is clear and detailed, and the broad objectives and operating principles of STANDZ are relevant to need and to policy priorities, the design structure itself has proven challenging for SRR-SEA to use as an operational planning, management and monitoring framework. The structure and internal logic of some components has been difficult for SRR-SEA staff to clearly understand (particularly components 1 and 3), and this has resulted in ongoing attempts to clarify what is actually supposed to be achieved, and how to monitor and report on those achievements to the satisfaction of the Australian government. This has had opportunity costs.

In short – the design could have been simpler and better structured. Some further analysis of the Reviewer's concerns with the original design structure (theory of change, outcome statements, indicators etc, is provided as part of Annex 5).

Also, while gender equality is clearly a key issue in understanding and promoting effective development and addressing inequalities, it seems to have been given disproportionate emphasis in this particular design (again with opportunity costs). This issue is discussed further below.

With respect to the underlying assumptions behind STANDZ, these are not very clearly articulated in the design. However, the main assumptions seem to be that:

- OIE is an appropriate partner for implementing the scope of work / support envisaged in the design. This appears to be holding true, given the generally high regard in which OIE is held in the world of Veterinary Services.
- The key areas of programmatic focus within the STANDZ design remain relevant to regional and national needs. This also appears to be holding true, in light of interview responses as well as the review of relevant strategic planning documents.
- Countries that reach (or attempt the process of reaching) OIE international standards and have national plans consistent with these standards are more capable of addressing EIDs and TADs. This assumption seems reasonable, however it is clearly not the only thing that influences national capacities to combat EIDs and TADs. In some cases, clear progressive actions are being taken without OIE endorsed plans being in place.
- Regional strategies and regional meetings foster cross-country coordination on disease management and control. This assumption also seems logical and reasonable, however the key is clearly to show that the regional meetings result in concrete follow-up actions at national level, which is often not easy to track.
- OIE is committed to taking ongoing steps to improve its own institutional capacities to manage STANDZ and other donor resources. While progress in some areas of OIE institutional capacity strengthening appear to be taking longer than originally anticipated, this assumption appears to be holding true.

2.2 Effectiveness

2. What are some of the key results / benefits from STANDZ work to date?

General considerations

While the question focuses on 'STANDZ work' – this is difficult to separate from the work of the SRR-SEA office (and indeed OIE) in general. The effectiveness of many STANDZ

funded initiatives is also closely linked to initiatives supported by other donors through the OIE World Animal Health and Welfare Fund, such as from the EU (e.g. vaccine provision; OIE national Focal Point training and PVS Pathway missions) and USAID (veterinary laboratories strengthening). The work of FAO, and projects supported by China, Japan and Korea (among others), are also contributing to similar results.

Whether or not outcomes are achieved (and sustained) also clearly depends primarily on the actions of national governments and their responsible institutions, over which SRR-SEA has no direct control. Thus, where government institutional capacity (and/or commitment) is weak, outcomes are much more difficult to help achieve.

OIE's effectiveness is largely dependent on the quality of its partnerships (and influence) – particularly with government agencies and other international development partners. Through interviews with key stakeholders, it is clear that OIE generally has very strong partnerships with its key national government counterparts through the Country Delegate to the OIE and OIE national Focal Point networks.

An important result of providing Australian resources through OIE, rather than through a separate project managed by a contractor, is thus that key aid effectiveness principles are being supported. These include alignment with global, regional and national policies and priorities on animal health, working with and through established institutional structures and systems (not creating parallel structures), and supporting coordinated action by different donors.

It is also important to be realistic about what higher level results (outcomes or impact) can be directly attributed to STANDZ - or to OIE's work in general. Periodically assessing contribution is the more pragmatic approach. OIE is, in large part, simply a facilitator. It has no in-country offices apart from its regional and sub-regional representations, and does not generally implement in country programmes (apart from workshops/training events, meetings, studies / country assessments, provision of vaccines, preparation and promotion of guidelines / standards, etc.). Its main roles are to help develop international veterinary / animal health standards and advocate for their application, provide a source of international technical expertise on animal health issues, promote international collaboration and information sharing aimed at combatting TADs/EIDs and zoonoses, and (to a limited extent) provide some materials and supplies such as vaccines. It is not an implementing agency or donor.

The key to OIE / STANDZ effectiveness is therefore based primarily on the quality of OIE outputs / services, and the extent to which these are then used by key implementing partners to improve the effectiveness of their work.

Finally – in assessing OIE / STANDZ effectiveness, one needs to refer back and make some reference to what was initially planned / expected in the approved design. However, given the weaknesses in the initial design structure, and resulting problems in getting a clear and functional M&E system established, this is not so easy. The original design did not have a particularly clear and consistent set of outcome statements or outcome indicators, and SRR-SEA have only recently been able to make some progress in clarifying exactly what it is that should be systematically monitored and how. These issues are discussed further below under the section on M&E, while some further analysis of the original theory of change is provided as part of Annex 5.

Nevertheless, despite such qualifications, it is clear that STANDZ resources are contributing to some significant positive results as briefly described below.³

³ It is important to note that the SRR-SEA has recently produced an 'Outcome Study Report' (February 2014), which provides a stock take of outcomes / results achieved (or at least reported) to date. For those interested in seeing a more detailed description of such results, they should refer to this report. It was agreed with DFAT, in preparing the Evaluation Plan for this independent review, that the

FMD control

Australia has supported FMD control in the region, and particularly in the Greater Mekong Sub-region (GMS), for nearly 20 years. STANDZ funding contributes to this ongoing work, primarily through continued support for implementation of the SEACFMD 2020 Roadmap, particularly in the GMS. Work on FMD represents the single largest area of focus of SRR-SEA's overall work program (time and money).

Responses from all key stakeholders involved in the SEACFMD indicate they find OIE support extremely useful in helping them to better investigate, understand and control FMD outbreaks – both in a regional context and at a national level. In particular, the following benefits of OIE supported efforts have been highlighted in both ongoing reports and during face to face interviews:

- Enhanced regional and sub-regional coordination of FMD control efforts, greater regional policy alignment on FMD, and improved information sharing between countries.
- Involvement of PR China, Japan and Korea (Rep. of) in the SEACFMD operations and programmes.
- Improved and updated national FMD control plans in the CLMV countries (in particular), which are being increasingly aligned with the SEACFMD 2020 Roadmap, and are being costed with clearer implementation timelines (in anticipation of receiving official OIE endorsement).
- Expanded FMD vaccination coverage of cattle in Laos, Myanmar and Cambodia, using SGF funds for operational costs, vaccines from the OIE FMD vaccine bank and supporting technical advice. For example, in Lao PDR two vaccination campaigns have been completed (another one is ongoing) with the first campaign reporting a total of 18 hotspots in 193 villages in 5 provinces being covered and 19,712 animals (10,064 cattle and 9,648 buffaloes) vaccinated twice, 19,608 animals ear tagged and 722 serum samples collected. The second campaign reached 272 village in 7 provinces, 99,535 animals were vaccinated twice and ear tagged and 300 serum samples collected.
- Some preliminary evidence of reduced FMD incidence / spread in the areas targeted by OIE supported vaccination campaigns (e.g. in Myanmar). The total number of FMD outbreaks reported by CLMV countries in 2012 (142) and 2013 (266) is also significantly down on the 2011 figure (1,488).
- Refinement of FMD control strategies as a result of the ongoing learning experiences facilitated by OIE, including as a result of technical advice and training for key staff, the work being supported on post vaccination monitoring, and research studies.
- Mobilisation of additional project funds for FMD control in Viet Nam from Korea as a result of OIE supported studies (USD 200,000).
- Better appreciation (among veterinarians) of the non-technical issues associated with promoting more effective FMD control, as a result of socio-economic (and other) studies on FMD control supported by OIE. For example, in Viet Nam information on the positive benefit to cost-ratio of FMD vaccination is now better understood and can be integrated into more effective communication materials to encourage farmers

Reviewer would not duplicate all the Outcome Study information in this report, but rather focus on strategic planning and program management issues.

to vaccinate their cattle, as well as to lobby government for more funding for FMD control.

- Development of a 3 year pilot FMD control program for northern Laos, expected to commence in mid-2014, as well as a similar program for central Myanmar (at earlier stages of preparation). Both pilot programs are being based on the lessons learned from previous smaller trials and studies and are expected to contribute in further reducing FMD outbreaks in mainland South East Asia.

All of this, of course, does not mean that FMD will necessarily be eradicated in SEA by 2020. OIE is playing a modest, though important, part in this complex endeavor. Vaccination campaigns alone will not solve the problem. More effective control of livestock movements, including across country borders, is also required.

There is nevertheless an important regional and national level momentum (at least in CLMV countries) that continues to be usefully supported by OIE and its financing partners such as DFAT.

Veterinary Services strengthening

The main benefits noted in both ongoing reports and through interviews conducted during the review include:

- The *Performance of Veterinary Services* (PVS) assessment process is widely viewed as a very useful tool in helping to improve the quality of Veterinary Services. It provides a clear framework (47 competencies / standards) and an objective assessment process (by external OIE accredited experts) for first evaluating the quality / capacity of current services, and then identifying the ‘gaps’ that need to be addressed. The PVS Gap Analysis also includes preparation of indicative budgets for addressing the identified gaps. This has led to the development of strategic plans for improvement in Veterinary Services in a number of countries, including in Lao PDR and the Philippines. However, whether or not the identified gaps are then subsequently addressed depends primarily on the commitment of national authorities – including the provision of the necessary budgetary resources. All STANDZ targeted countries have been subject to initial PVS Evaluations.

It is reported that the implementation of the PVS Pathway in Viet Nam has directly led to increased national budget allocation to Veterinary Services (under their National Strategic Plan for Strengthening Veterinary services 2012-2020), plus US\$20m in contributions from USAID and the World Bank. In Cambodia, the EU is in the process of preparing a Sector Wide Support Program (SPSP) for the Agriculture, Livestock and Fisheries sector (with a contribution of Euro 6m to the livestock sub-sector), which makes reference to providing some of these resources to ‘*direct support to major animal diseases’ control in line with OIE guidelines*’. Nevertheless, in Myanmar, Laos and Cambodia there remain broad institutional (as well as funding) constraints to progressing significant overall improvements in their Veterinary Services.

Monitoring progress in the improvement of Veterinary Services is undertaken through OIE-led PVS Pathway Follow-up missions – currently being planned for a number of countries in 2014 (including Viet Nam, Cambodia and Myanmar).

- The main thrust of OIE support to improving *veterinary education* is through promotion of the OIE Guidelines on Veterinary Education Core Curriculum and the OIE recommendations on the Competencies of graduating veterinarians (‘Day 1 graduates’) to assure National Veterinary Services of quality (‘Day 1 Competencies’). The target is that 4 countries align their national curricula with the OIE Guidelines. As well as promoting these guidelines at various regional and

national meetings and workshops, OIE has provided direct support through specific staff training activities and the provision of small grants to a number of national Veterinary Education Establishments / universities, including in Cambodia and Lao PDR. Twinning arrangements between Veterinary Education Establishments are also being supported by the OIE, such as between the University of Minnesota in the US and Chiang Mai University in Thailand (although not directly funded under STANDZ).

The extent to which curricula are actually being aligned with the OIE Guidelines is as yet not clear, although the support being provided by OIE is greatly appreciated by the recipients. On balance, there may be a case for OIE to provide more tailor made support for CLMV countries, taking into account specific institutional structures and capabilities at the national / local level, rather than just promoting the more generic international standards on a broader regional level. However, this would require application of additional more dedicated resources.

- ***Veterinary Statutory Bodies (VSBs)***. The main focus of OIE's work is to promote the establishment, or strengthening, of VSBs, relevant public-private partnerships for national Veterinary Services, so that they harmonise accreditation systems for veterinarians with OIE minimal competencies. The STANDZ outcome target is that four countries establish harmonized accreditation systems. Of the CLMV countries, only Myanmar has an established VSB.

Support has so far been provided through a SGF activity to Viet Nam to initiate the establishment of a VSB, and plans are in place to support similar work in Cambodia and Lao PDR. Vietnamese stakeholders are very appreciative of the support provided by OIE, and consider it effective in helping them plan for the establishment of a VSB.

Twinning arrangements between Veterinary Statutory Bodies are also being supported by the OIE, such as between the Veterinary Council of Ireland and the Veterinary Council of Thailand (under preparation - not directly funded under STANDZ).

The extent to which the supported countries make progress in harmonising their accreditation systems with OIE competencies is not likely to be discernable until later in 2014 / 2015. This is also clearly a long-term / ongoing endeavour, primarily reliant on national level commitment if results are going to be seen and sustained.

One Health / Rabies control

SRR-SEA has supported the drafting of the South East Asia Rabies Strategy (2012) – which following presentation to the ASEAN Sectoral Working Group on Livestock has been used to develop a joint human / animal health strategy on rabies called the ASEAN Rabies Elimination Strategy (ARES) - Elimination of Rabies in ASEAN Plus Three Countries by 2020. OIE-SRR has subsequently engaged with the Philippines to help them align their National Rabies Plan with the regional strategy.

A total of 500,000 doses of rabies vaccines were provided to support the Philippines' National Rabies Awareness month in 2013. SRR-SEA is supporting a pilot rabies control program on the island of Masbate (in the Philippines), including provision of vaccines (50,000 of the 500,000 doses delivered in 2013). A draft 3-year comprehensive rabies control plan in Masbate, Leyte and Samar has also been developed (based on a One Health approach, and in close consultation with both national and local authorities) and is expected to start implementation in 2014.

SRR-SEA also advocates, on an ongoing basis, for more international /aid resources (for combatting rabies) to be allocated to the appropriate Veterinary Services, rather than just to

public / human health institutions. Combatting rabies in humans is primarily about better managing rabies in dogs.

SRR-SEA also continues to promote the One World One Health approach in combatting zoonotic diseases in collaboration with FAO and WHO and in line with the Tripartite Agreement. In the One Health context, the Tripartite priorities include zoonotic influenza, rabies and antimicrobial resistance (AMR). This collaboration is essential to developing and promoting effective rabies management support strategies (as well as other zoonotic diseases) at the global and regional levels.

OIE institutional strengthening

STANDZ is supporting OIE to make improvements in SRR-SEA program management capacities. This is being done partly to help ensure that STANDZ resources are effectively managed and accounted for, but is also aimed at providing capacity development support to strengthen SRR-SEA effectiveness more generally. Progress is being made, although somewhat slower than originally anticipated. Achievements include:

- The full staffing complement is now in place (including increased number of operations / administrative support staff), and administrative tasks are being shifted away from technical staff. At present, six core technical staff are funded by STANDZ (Program Manager, Coordinator, One Health Coordinator, M&E and Communications Officer, and two Project Officers), plus four administrative support staff (Operations Manager, Finance Officer, and two administrative assistants).
- With the short-term secondment of an officer from the Australian Department of Agriculture, improvements in administrative procedures are being advanced
- Some progress has been made in developing a more functional M&E system, and a ‘STANDZ Outcome Study Report’ has recently been prepared which includes some useful recommendations.
- A Gender Policy and Gender Strategy have been prepared for the office, gender training for staff has been undertaken, and gender issues are being given more prominence in the ongoing work of the office, including in the preparation of TOR for studies/research work; and
- With respect to attraction of core funding, New Zealand has recently responded positively to a request for additional voluntary contributions to the World Animal Health and Welfare Fund. Also, China, France, Japan and Korea continue to actively engage with FMD control work in the region in collaboration with OIE. Singapore has also reportedly made a recent commitment to provide additional funds for regional FMD work. Current EU and USAID financial support through the OIE’s World Animal Health and Welfare Fund finishes at the end of 2014 – but prospects for future funding are being pursued by OIE.

In order to maintain and further strengthen the effectiveness of SRR-SEA operations, there are nevertheless some program management and administration issues that require further concerted attention (by OIE), as profiled below under the section on Efficiency.

The question of whether or not OIE should consider having in-country staff in countries such as Myanmar, Laos and / or Cambodia (to help progress OIE / STANDZ supported work in those countries) was raised during the review. The review has not considered the full range of costs and benefits that this might entail, nor the institutional precedent that this would constitute for the OIE. However, it is thought that this idea would only have merit if any such additional staff members were: (i) sponsored / supported by the hosting country and located in the relevant counterpart’s offices; (ii) involved in providing support to one of the larger programmatic initiatives being planned; and (iii) appropriately supported by SRR-SEA in

terms of technical expertise and administrative / management support. On balance, the Reviewer is of the opinion that the costs and complexities of managing additional full time staff in these countries might outweigh the benefits. It is nevertheless an issue that might merit further consideration by OIE.

3. In what areas of work is STANDZ not doing so well in terms of achieving planned results / benefits, and why?

Areas in which objectives of the original STANDZ design are being progressed more slowly than initially anticipated appear to be as follows:

- Achieving FMD freedom in South East Asia by 2020 is unlikely. The challenges are not only technical (there are many political and socio-economic considerations to take into account which are way beyond OIE's control), and the estimated resources required (only for the cost of vaccines in Myanmar, Lao PDR and Cambodia) are estimated to be in excess of US\$45 million. It remains useful to maintain the vision, but expectations of what can be achieved must also remain realistic.
- Support for FMD vaccination in Myanmar has been valued by local counterparts, but some observations were made that its effectiveness could be increased if greater attention (and additional resources) could be applied to awareness raising / communication activities and to monitoring and evaluation. It was also noted that if vaccines are provided – this must be complemented by operational resources being available at the same time, otherwise vaccine use will be sub-optimal. This will need to be clearly taken into account in the design of follow-up work, namely the design of the planned FMD pilot program for Myanmar.
- The promotion of OIE Day 1 competencies, and support for the establishment of VSBs, is a time consuming and complex task, particularly in resource poor and institutionally weak countries such as Myanmar, Lao PDR and Cambodia. Progress will be slow, given that development of the required human resource and institutional capacities will clearly take many years to improve. Significant outcomes should not therefore be expected within the duration of the current STANDZ program.
- Uptake of small grants from the SGF has been less than originally anticipated. This may be due to the difficulty faced by some applicants in understanding how to prepare adequate / clear proposals. However, in the view of the Reviewer, the number of small grants should not be significantly increased given the capacity constraints of SRR-SEA in effectively quality assuring/appraising, then effectively supporting and monitoring small grant implementation. This capacity is already being stretched. There needs to be emphasis on quality not quantity – with a clear focus on selecting activities which have strategic relevance to supporting FMD and rabies control efforts in priority areas, and/or relevant Veterinary Services strengthening initiatives in CLMV countries.
- Some elements of SRR-SEA institutional strengthening have moved slowly to date. Delays in SRR-SEA recruitment of a full complement of administrative support staff are one cause, plus OIE HQ are still working on producing an improved set of consolidated OIE administrative procedures. Limitations in OIE's financial budgeting and expenditure reporting systems also persist. For example, there is no standardised budgeting system in use, SRR-SEA and HQ keep accounts in different systems, OIE HQ does not yet get optimal / timely access to SRR-SEA expenditure details, and SRR-SEA does not yet get optimal / timely access to HQ's consolidated expenditure details. Ongoing improvements are also required in the way information is stored and shared in the SRR-SEA office (structure and management of shared drives).

- There have also been significant delays in establishing a clear and practical M&E system for STANDZ related initiatives, due in part to the complexity of the design and problems in securing appropriately skilled/experienced M&E consulting support. The practical implementation of the Gender Strategy is also moving slowly. This appears to be in part because the strategy is seen as overly complex and theoretical (not really practical / useful), and in part because SRR-SEA staff already have enough complex issues to address in their daily work, without taking on an additional analytical, work planning and reporting framework.
- On the issue of advocacy and communication – the SRR-SEA produced a brief ‘Advocacy, Mobilisation and Communication Strategy’ in late 2011 / early 2012 (First Annual Initiative Report – Annex 4). One of the main elements of the internal communication strategy was noted to be the ‘*installation of Clarizen, a web-based project management software that allows easy sharing of information and updates about their projects through a unified interface provided by the software*’. Use of Clarizen by the office was tried for a couple of years (during 2011 / 12) – but unsuccessfully – and its use has been discontinued. It seems that the main reason may be that the costs (time and inclination to learn how to use it effectively) were perceived to outweigh the benefits.

With respect to the external communication strategy – this was documented in a fairly rudimentary way, including a short list of the ways in which information would be disseminated to stakeholders (newsletter, presentations, photos, study reports, etc.). OIE does produce a range of external communication materials (including on its website, a periodic newsletter, power-point presentations, posters, etc) – however this review did not make any systematic assessment of their full range or quality.

Effective advocacy and external communication nevertheless appear to be a key to OIE’s overall effectiveness – given that it aims to promote improved standards and practices. It is therefore important that SRR-SEA place adequate emphasis on continuing to refine, and resource, this work.

- Finally – there appear to be some outstanding issues that OIE HQ needs to pursue regarding the official status of the SRR-SEA office and staff in Thailand, including responsibility for payment of income taxes by locally engaged staff. This is an issue that concerns some SRR-SEA staff, and clarification would be good for both OIE as an institution, and them as individuals.

In order for SRR-SEA to maximize its effectiveness, it needs to continue to give appropriate focus to making ongoing improvements in the quality of its management processes and systems, activity implementation and output delivery. If resources are well managed and quality of outputs adequately ensured, then contribution to outcomes (effective use of OIE products/ support by implementing partners) will be further enhanced.

4. Is it effective and efficient for STANDZ (and OIE), as a regional modality and regional institution, to give focus to supporting national level interventions?

The short answer is yes. There is a clear case for SRR-SEA /STANDZ to give some additional support to high priority national level interventions in countries such as Myanmar, Lao PDR and Cambodia where there is very limited ability to implement new / expanded initiatives without some additional external resources and support. The case for STANDZ to support national level interventions in other countries with stronger institutional capacities (such as Viet Nam, Philippines and Indonesia) is not quite so clear cut, but can be justified in specific cases. For example, the planned rabies control pilot program in the Philippines seems justified on the basis of strong local commitment, its chances of demonstrating real results, and that the learning gained could be shared and applied in other countries and contexts.

OIE is widely regarded as being a trusted and responsive partner at the national level (at least in the CLMV countries), and can provide support more quickly and efficiently than some other international agencies.

However, the level and scope of support to national level interventions should be kept modest, given the following considerations:

- The 3 larger pilot programs that are currently planned (FMD control in Lao PDR and Myanmar, and rabies control in the Philippines) will take up significant time and resources to effectively support and monitor. Any additional national level programs (particularly of any significant scale) would inevitably require some dilution of attention and effort.
- OIE is a technical organization, is highly centralized, is staffed mainly by veterinarians (not project managers) and has no in-country staff (except at regional and sub-regional offices). It does not currently have the human resources or institutional structures / capacities in place to manage and monitor significant numbers of complex development projects / initiatives at field level in a variety of country locations. It is not set up as a donor or implementing agency.
- Needs at national level, particularly in the CLM countries, are almost without limit. OIE must be careful not to overstretch its own capacities in terms of managing and monitoring national level interventions. Rather, it should continue to partner with other organisations (as intended in the STANDZ design) which are better placed to directly support/implement in-country work (e.g. bi-lateral or multi-lateral donors, or agencies such as FAO and WHO).
- OIE's comparative advantage is its technical expertise, its perceived objectivity, its network of country Delegates and national Focal Points, and the fact that it works with and through established regional and national government structures. Moving in to more of an implementation role at national level could potentially compromise some of these current advantages.

5. Is OIE SRR / STANDZ making the best use of its governance, partnership and coordination arrangements with other key agencies / bodies concerned with stopping trans-boundary animal diseases and zoonoses in the region.

The STANDZ governance arrangements (as being implemented in practice) appear to be appropriate to need. The Steering Committee (previously called the Core Governance Committee) meets annually (back to back with the SEACFMD SC meetings), and is made up of representatives from OIE HQ, SRR-SEA, Australian DFAT and the DA. It provides an opportunity for implementation progress and strategic directions to be discussed, and decisions made on follow-up actions. A representative from ASEAN Secretariat also has a place on the Steering Committee – but has attended infrequently. ASEAN bodies (such as the ASEAN Sector Working Group on Livestock - ASWGL) nevertheless continue to be kept informed of, and engaged in, the regional work of OIE, for example through regular attendance of SRR-SEA officers at ASWGL annual events where the STANDZ scope of work can be presented.

The STANDZ Advisory Committee was designed to include other donor / development partner representatives, meet once a year (back to back with the GF-TADs meeting), and provide an opportunity to share information with, and get feedback from, this broader group of partners. However, the AC has only met once in 2012. It is as yet unclear if the AC will meet again in 2014, however it is the Reviewer's opinion that there are already enough meetings in everyone's calendar, and that it would probably be best to use other existing mechanisms to share information with this broader group of partners. For example, SRR-

SEA staff already regularly meet with FAO and WHO staff in the course of their ongoing work, as well as with the representatives of other donors.

One area of governance / coordination that does appear to be in need of some further clarification and refinement is the process for approval of SGF proposals and the larger programmatic interventions that STANDZ plans to fund (e.g. FMD control in Laos and Rabies control in the Philippines). In practice this appears to be working well enough (a pragmatic approach, with key decisions made by OIE HQ, the SRR-SEA representative in consultation with the relevant OIE Delegates, other national counterparts and relevant SRR-SEA professional staff). However, there is a need to clarify the quality assurance and endorsement role of DFAT and DA, and of OIE HQ. Responsibilities for audit and fraud management also require clarification.

Overall governance and coordination arrangements nevertheless need to be kept light – allowing SRR-SEA to get on with the work they have been entrusted with.

OIE partnerships appear to be strong – particularly with national governments (through their OIE Delegates and national Focal Points), with FAO and with ASEAN. OIE is generally held in very high regard with respect to their core mandates and areas of technical expertise. Their partnership with WHO (at regional level) appears somewhat weaker, but this is understandable given the differences in regional organization (membership and governance), core mandates, expertise and work/technical focus. OIE nevertheless continues to work on building cooperative working relationships with WHO.

Partnerships with private sector organisations are relatively limited, and there may be some scope for selectively strengthening these. Nevertheless – OIE’s own capacity limitations need to be kept in mind, including the opportunity costs associated with spreading its efforts and resources more broadly.

6. What are the key risks that will hinder STANDZ achievement of its program objectives and how can OIE and DFAT effectively mitigate and manage these risks?

The main potential risks that might impact negatively on the achievement of STANDZ supported objectives are thought to include the following:

- Weak capacity and / or genuine commitment of national authorities. What can be achieved in terms of long term improvements in animal and human health and the strengthening of Veterinary Services depends primarily on national level institutions. The scope and scale of progress will be context specific, incremental, require progressive engagement and a long-term commitment. DFAT, in particular, need to remain realistic about what STANDZ funding can expect to demonstrate in terms of tangible outcomes over the next 2 to 3 years. The main source of knowledge about what can or cannot be realistically achieved is with the SRR-SEA management team, with further strategic insights being provided by other Steering Committee members.
- Micro-management of STANDZ operations by the STANDZ Steering Committee members – e.g. either DFAT/DA or OIE HQ. The SRR-SEA staff need to be appropriately supported and guided by higher authorities, not constrained by unduly burdensome administrative demands or by requiring them to demonstrate outcomes beyond their capacity to influence or realistically report on. Things are working well enough at the moment – but this remains a potential risk if central authorities feel they need to control more of the day to day operations.
- SRR-SEA / STANDZ monitoring and evaluation systems and tools (and related quality assurance and audit systems for key OIE products and services) are not clarified and operationalised in a timely manner, impacting negatively on the quality of management information available. Improvements in the M&E and reporting

systems are now being progressed –and need to be given sustained emphasis over the next year or so.

- OIE’s administrative capacities, including HR, budget, finance and fiduciary risk management become over-stretched. There is a potential risk that the increased levels of funding being handled by OIE (at HQ & at SRR-SEA level), including management of small grants and larger in-country support activities (e.g. the proposed FMD control programs in Lao PDR and Myanmar) could overstretch current capacities to effectively account for and report on the use of the funds dispersed. OIE needs to complete its review and update of its administrative procedures, and issue new improved guidance, at the earliest opportunity.

2.3 Efficiency

7. Is OIE managing the available STANDZ resources in an efficient manner?

It appears that OIE is a relatively cost efficient and effective organization for implementing the kind of initiatives supported through STANDZ. Examples include:

- OIE charge an overhead of 5% for managing STANDZ funds, compared with significantly higher overheads levied by other international organisations. If the resources were channelled through a private sector contractor, it might be expected that their overheads and profit margin would be at least 20%.
- SRR-SEA salary levels are reasonable, and certainly significantly lower than what would have to be paid to engage such expertise through a consulting company (at least from Australia or Europe).
- SRR-SEA office space and basic services are provided by the Thai Government.
- SRR-SEA staff appear to be cost conscious – and seek to undertake their own travel and accommodation arrangements, as well as the arrangement of OIE supported conferences/workshops/training events, at reasonable cost.
- SRR-SEA sources its technical assistance / consultants from a variety of sources – including from within the region where daily fee rates are modest compared to those demanded by Australian or European consultants.
- Given the strong partnerships SRR-SEA has with national counterparts within the Departments of Agriculture / Livestock, some form of cost sharing by the national authorities is common when organizing in-country events.

Nevertheless, as already noted, there is room for improvement in some internal OIE administrative procedures which could further improve the efficient (and effective) management of resources (e.g. improved budget management systems, better delegation of tasks and responsibilities, improved internal information storage and sharing, and more systematic quality assurance of key outputs). The recommendations of the DA secondee to SRR-SEA (Hughes) as laid out in his report of September 2013 need to be expeditiously followed up on by OIE.

DFAT concerns about under-expenditure on STANDZ to date are not considered to be an indicator of either in-efficiency or ineffectiveness. Rather – it reflects the fact that SRR-SEA is working within its own capacity limitations, and the original (and subsequent) work plans and budget estimates have been over-optimistic.

With the expected implementation of larger programmatic initiatives starting in 2014, overall expenditure rates should increase significantly.

8. Does the SRR-SEA team manage / use STANDZ resource in a responsive manner?

During the review, key government partners in Viet Nam, Lao PDR and Myanmar specifically praised OIE on its responsiveness in meeting their requests for assistance in a timely manner. Comparison was often made with FAO, which they considered to have far more complex and time-consuming procedures in terms of getting approval to initiate activities / deliver resources.

Interview respondents also consistently noted that they found SRR-SEA staff understood their local situation well, and took into account the practical difficulties they faced in doing their work (the institutional context). This is greatly appreciated, and helps establish and maintain mutual respect and trust.

An interesting point to note here is that SRR-SEA is generally considered to be highly responsive by key partners, and yet it is (according to OIE staff themselves) a highly centralized organization (centralized in Paris that is). One might assume that this could slow down decision making, but it seems that this is generally not the case. The levels of bureaucracy within OIE appear to be limited (and it is a small organization by international standards) – so that once a decision is proposed by the SRR-SEA representative, it can be fairly swiftly reviewed and approved by HQ.

Nevertheless, OIE HQ need to be mindful of the need to maintain (and further promote) this level of responsiveness as they continue to work on improving their organizational procedures.

2.4 Monitoring and evaluation

9. Given the STANDZ Theory of Change and current M&E systems, can STANDZ be evaluated for end-of-program outcomes by 2016?

10. Is the current M&E system fit more purpose (clear, practical and technically adequate) – both in terms of supporting ongoing management decision making as well as helping assess outcome achievement over the longer term?

As previously noted, the STANDZ theory of change was not particularly clear in the original design of 2011. Some clarification was provided in the updated design of 2012, and in the M&E Framework that was produced at the same time (April 2012). However, limited progress was made in further refining and operationalizing that framework up until mid-2013, partly due to the fact that there was no appropriate / dedicated M&E expertise available to help implement M&E system improvements (one consultant was engaged – but proved incompetent) while core SRR-SEA staff were fully stretched with simply trying to implement the very significant demands of the STANDZ work program. It is also the reviewer's opinion that the M&E framework of 2012 was too technically complex and challenging for the SRR-SEA to implement in practice (with or without additional technical support).

Since July 2013, a new M&E consultant has been engaged and has been working with SRR-SEA to clarify and operationalize its M&E systems. The consultant has spent much of his time to date helping to prepare an 'Outcome study report' to feed in to this review. This work is helping to clarify what can be monitored and evaluated – and how – but remains work in progress.

There remains a danger, however, that parts of the (evolving) M&E system could become too complex and could divert limited SRR-SEA resources / attention away from the considerable demands of actually implementing the work.

The key requirement is therefore to quickly establish a common agreement among OIE and DFAT about what outputs and outcomes it is reasonable and realistic to expect SRR-SEA to

monitor/evaluate and report on – and how. The M&E system (not just a broad framework) needs to be clarified and appropriately documented.

There certainly could be a clearer outcome focus in OIE (annual) reporting, but this does not necessarily require a complex or resource intensive M&E system. In many cases adequate information is already available (or could be collected at limited extra cost / effort) - but is not yet being optimally analysed and reported. The focus should first be on clarifying and systematizing activity and output monitoring and reporting (quality, quantity and timeliness of OIE products / services), and then following-up on how these outputs are then used by key implementing partners (primarily national Veterinary Services and their regional representative organisations).

OIE could also usefully review the scope and level of detail contained in its six-monthly and annual STANDZ initiative reports, including some of the annexes provided. On balance, it is the Reviewer's opinion that the main narrative in the reports (particularly annual) could include a little more on the strategic context (e.g. FMD outbreak incidence over time, national budget allocations to animal health services, rabies data), while some of the detail contained in annexes (e.g. all the financial ledger details) might better be provided separately, or upon request. The annual report for 2013 includes 398 pages of annexes, including 144 pages of detailed accounts.

In summary, there is as yet no defined or agreed overall M&E system in place, and it is not clear exactly what the expected end of program outcomes are or how these can be realistically measured. In taking steps to further clarify expectations and the system for monitoring and reporting - the focus should be on simplicity and practicality.

Annex 5 provides a short discussion on the STANDZ theory of change, as well as outline of a suggested new component structure for STANDZ monitoring and reporting, including a simplified overall results hierarchy / landscape. This will need to be reviewed by the STANDZ Steering Committee members, and an improved set of outcome statements and indicators should be developed through a consultative process.

2.5 Social and gender mainstreaming

11. Are the gender and social equality objectives and activities of the STANDZ design being effectively progressed? What is working well and what is not working so well, and why?

The focus of the gender analysis / discussion in the STANDZ design was at a broad level, with the intention that this detail be developed subsequently with further consultancy support.

The subsequent Gender Policy and Gender Strategy documents prepared by a consultant have helped to clarify some of the practicalities. A Gender and Social Mainstreaming Team (GST) has been established within the SRR-SEA office, and staff have attended gender training.

The analysis of social and gender issues relevant to promoting more effective FMD control has been supported through the conduct of a number of socio-economic studies, and as a result, increased awareness of gender issues appears to have been promoted among those involved.

Basic gender disaggregated data is being collected, such as with respect to those attending key meetings, training events, etc. However, there remains scope for improving the consistency of reporting this data, and assessing what it actually means. The key thing is that this information is used, over time, to reflect on how greater equality of participation can be promoted.

Progress has thus been made.

However, it is the Reviewer's opinion that gender was given disproportionate emphasis in the design, and as a result it has also taken up a disproportionate amount of SRR-SEA time and resources (consultancy support, training, trying to work out how to report on gender equality / outcomes), given the many other important tasks and considerations they have to manage.

A good litmus test of the gender strategy to date is what SRR-SEA staff themselves think about this element of the STANDZ design, both men and women. In general, their response has been that they understand the value of promoting gender equality, but that they have so far learned relatively little that is new and/or of practical value, and are still struggling to understand what is really expected of them in meeting DFAT expectations.

The expectations of the design have, in this respect, not been met so far. It would therefore seem to be a good time to clarify what future (realistic) expectations should be.

Some suggestions are provided in the section on recommendations.

2.6 Sustainability

12. How is STANDZ addressing sustainability of benefits?

13. Which STANDZ key activities / areas of work are more or less likely to be sustainable beyond the program?

The sustainability of benefits being supported through STANDZ funding is being promoted in the following ways:

- OIE is a sustainable organization (in existence since 1924), and therefore whether STANDZ funding continues or not, the basic work of OIE will continue (although potentially on a reduced scale or on other priorities in the South East Asia region, if other supplementary funding is not sourced).
- OIE works with and through established institutional structures at both national and regional levels (e.g. ASEAN, Departments of Veterinary Services and the OIE Country Delegate/ national Focal Point networks, the SEAVSA, and the OIE SEAFMD SC). By doing so it helps build sustainable institutional capacities to continue promoting animal health outcomes, and related benefits.
- Most of OIE's key support services are specifically aimed at strengthening strategic plans and institutional capacities, such as the work of the SEACFMD SC, the PVS Evaluations and PVS Gap Analysis, and the OIE Guidelines on Veterinary Education Core Curriculum and Day 1 competencies.
- By not being a donor or implementing agency, OIE relies primarily on supporting change through the strength of its partnerships, respect among partners for its objectivity and technical competence, and its influence on the setting and implementation of standards that impact on animal health, human health and trade in animals and animal products. This again promotes prospects for sustainability of benefits, as changes are not driven just by the availability of (short-term) investment monies.
- There is evidence that OIE / STANDZ supported work has helped national partners advocate for increased levels of national budget commitment to Veterinary Services (such as in Viet Nam) and also led to increased donor contributions (in Viet Nam and Cambodia).

OIE-SRR continues to engage with ASEAN, but there is little prospect of ASEAN / ASEC taking on this kind of work before the middle of 2016.

With respect to which activities (not benefits) currently funded by STANDZ are likely to be more or less sustainable, this depends almost entirely on future funding availability. Without

the current resources provided by STANDZ, and in the absence of other resources becoming available, clearly the scope of SRR-SEA activities would have to be significantly reduced. SRR-SEA staffing numbers would need to be cut, and national level activities supported by the SGF and the planned programmatic interventions would also need to be scaled back (or indeed stopped).

Many of OIE's core functions and services would nevertheless continue using its core funds – such as with respect to its standard development and promotion role, the facilitation of information collection and sharing, and its promotion of regional and global strategic planning and coordination efforts.

OIE is seeking to diversify and sustain its funding sources and has recently received indication from China, Japan and New Zealand that a significant financial contribution may be forthcoming for FMD control work in the region. Singapore has also recently indicated an interest in providing funding. Diversified funding will clearly help support sustainability of activities - through managing the risk of over-reliance on only one or two main donors.

Given the findings outlined in this report, the Reviewer is certainly of the opinion that OIE represents an effective and efficient 'vehicle' through which to invest in this kind of work in the region. Both OIE and donors must nevertheless be wary of overextending OIE through providing too much in the way of resources, or at least funding activities that are not within OIE's core mandates, competencies and/or comparative advantages.

3 Conclusions

The main conclusions of this review are as follows:

- The STANDZ initiative remains highly relevant to promoting FMD control efforts in the region, to improving Veterinary Services, to controlling rabies and promoting a One Health approach, and to helping OIE strengthen its program management capacities in the region. The financing approach directly supports key aid effectiveness principles. The initiative is consistent with Australia's international development policy objectives (e.g. the DFAT Pandemic and Emerging Infectious Diseases Framework, the DFAT East Asia Regional Strategy, and recent aid policy pronouncements by Australia's Foreign Minister) in terms of promoting human health, food security, economic development and regional trade, as well as making an indirect contribution to poverty alleviation. It is also well aligned with national and regional strategic plans on animal health.
- The quality of the original approved design was, in hindsight, sub-optimal in terms of providing the SRR-SEA management team with a clear and practical framework within which to plan, monitor and report on the work undertaken and results achieved with STANDZ support. For example, the component structure as designed placed some closely related outcomes, outputs and activities relevant to FMD under different components, thus obscuring the logical link (Theory of Change) between them.
- SRR-SEA is nevertheless effectively implementing key elements of the original STANDZ design (FMD control, rabies control, Veterinary Services Strengthening and OIE systems strengthening), is generating some useful products (e.g. strategic plans, socio-economic studies, PVS evaluation and gap analysis reports) and is demonstrating its contribution to some significant results (e.g. collaborative action on FMD, increased vaccination coverage in targeted locations, mobilisation of additional resources for Veterinary Services strengthening). OIE is also widely regarded as a valuable and responsive partner by its national and regional counterparts.
- OIE's comparative advantages lie in its membership arrangements, its established in-country structures (national OIE Delegate and Focal Points), its reputation for

technical competence in its core area of expertise (including in Veterinary Services standards development and promotion), its partnerships with agencies such as FAO and WHO, and its objectivity. It is not an implementing agency or donor, and is not well set up to directly manage or supervise complex field operations. There is a potential risk that if OIE tries to move more towards direct support to implementing larger projects / programmes on the ground – it could compromise some of these current comparative advantages. Expand with caution.

- OIE is a cost effective vehicle through which to channel funding, and is generally efficient in managing resources. However, there are some weaknesses in administrative procedures and capacities (e.g. budgeting, finance management, HR management, internal information management, M&E) that need ongoing efforts to improve - in order to maintain efficiency and effectiveness as well as manage fiduciary risks.
- Monitoring and evaluation of STANDZ has proven somewhat problematic, for various reasons, including an initial design that was too complex and inappropriately structured and difficulties in finding suitable M&E consultancy support to help implement a practical system. Expectations have also not been clear, resulting in some lost time and wasted effort. Nevertheless, progress has recently been made with the support of the most recently contracted M&E specialist. This now needs to be built on, making sure the system and approach is focused on generating clear and practical management information that meets the needs of SRR-SEA and DFAT.
- The issue of promoting gender equality was given significant emphasis in the initial design, and SRR-SEA has since struggled to understand exactly what was expected of them (from DFAT) in terms of both actions and reporting. In the Reviewer's opinion, DFAT's initial expectations were somewhat unrealistic and the gender components of the design (and subsequent more detailed gender strategy products) were too theoretical and complex to service as a practical guide for the SRR-SEA management team. Nevertheless, awareness of gender issues has been promoted among SRR-SEA staff, investigation of gender issues are being specifically included in relevant socio-economic studies supported by STANDZ, and SRR-SEA staff are being encouraged to raise gender equality / access issues with key counterparts when it comes to participation in OIE / STANDZ supported events.
- With respect to sustainability of benefits, investment through OIE has a number of clear advantages, given that it is itself a sustainable institution and has a clear focus on supporting systems strengthening within regional and national level institutions. Sustainability of key activities supported by STANDZ (post 2016) remains largely dependent on availability of future funding, from whatever source. Mobilising additional financial support from national governments within the region, particularly for regional coordination activities on such issues as FMD control, would be highly desirable.

4 Recommendations

The overarching recommendation of the review is as follows:

- From 2014 – 16, both DFAT and OIE HQ should maintain their active support for the very useful work being undertaken by the SRR-SEA team based in Bangkok, including with respect to their use of STANDZ resources. There is no need for any major changes in the scope of work being supported through STANDZ or the way it is being managed. This appears to be an effective strategic collaboration between DFAT and OIE.

More specific recommendations are provided below under each of the main (forward-looking) questions included in the approved Evaluation Plan (shown in the bold and italicised boxes).

1. What, if any, improvements / changes to the design structure and/or scope are recommended to help deliver desired benefits by June 2016?

Recommendation 1

It is recommended that a new STANDZ component structure be agreed by members of the STANDZ Steering Committee, along the lines of what is profiled in Annex 6 to this report. This should be used as the framework for guiding all future planning, monitoring and reporting work on STANDZ supported initiatives.

There is no need for a formal ‘re-design’ process. All key elements of the original STANDZ design will remain. This re-configuration merely aims to reflect the reality of how the programme is managed in practice, and will support improved monitoring and evaluation.

2. What should be prioritized in the second half of STANDZ implementation ...that will support enhanced effectiveness of STANDZ implementation?

Recommendation 2

It is recommended that the following elements of the STANDZ program should be given priority over the second half of the implementation period:

- Continued support to FMD control efforts, in particular top priority should be given to: (i) the work of the SEACFMD Sub-Commission and its working groups; and (ii) implementation of the planned pilot vaccination programs in northern Laos and in Myanmar (if Myanmar is ultimately deemed to be feasible).

The preparation / improvement of Regional and National FMD plans and the conduct of FMD related research and studies in CLMV countries should also continue to be supported as time and resources permit.

- Continued support to strengthening Veterinary Services (focused on the CLMV countries), in particular top priority should be given to: (i) facilitating follow-up to PVS Evaluation and PVS Gap Analysis findings; and (ii) supporting the collection, data sharing, analysis, and use of animal health information, particularly through the WAHIS and ARAHIS systems.

Promoting actions that support adoption / use of ‘OIE Guidelines on Veterinary Education Core Curriculum’ and ‘Day 1 Competencies’ by selected Veterinary Education Establishments; and assisting with the establishment of Veterinary Statutory Bodies in selected countries should also continue as time and resources permit.

- Continued support for rabies eradication efforts and the One Health approach focusing on dog vaccination, in particular top priority should be given to: (i) implementation of the planned pilot vaccination programme in the Philippines (and possibly one other country); and (ii) rabies research / information generation - including following up on the oral rabies vaccine trial in Thailand, and preparing a baseline of information pertinent to rabies control and elimination in the region.

Support for One Health coordination meetings and related activities and for preparation and / or improvement to rabies eradication plans should also continue as time and resources permit.

- Continued support for SRR-SEA capacity development in program and fiduciary risk management, in particular implementation of enhanced systems and procedures for budgeting, financial administration and reporting, Monitoring and Evaluation, and the quality assurance of key SRR-SEA / STANDZ products and services.

3. *What, if any, improvements in the efficiency and/or effectiveness of STANDZ governance and management practices and approaches are recommended?*

Recommendation 3

It is recommended that the following actions be considered:

- Discontinue the Advisory Committee meetings, and instead engage with this broader pool of STANDZ partners through other ongoing meetings and consultations.
- Clarify the role of Steering Committee members in the quality assurance and approval process of both Small Grant Facility (SGF) applications and the planned larger programmatic interventions (e.g. Laos FMD, Philippines rabies and possibly Myanmar FMD). In addition, the use of (independent) peer / expert review of the larger programmatic interventions should be clarified, to help support the quality of design and subsequent implementation.
- OIE HQ should expedite the process of producing its updated administrative procedures at the earliest opportunity in ongoing consultation with SRR-SEA (among others). OIE-HQ should also clearly respond to the questions and issues already raised by SRR-SEA staff in two documents (namely the written comments provided on the draft procedures manual of May 2013, and the report of the DA secondee of September 2013).

4. *What needs to be done over the period 2014-16 to further promote the prospects of sustaining STANDZ supported benefits and/or activities after the current financing agreement with Australia is finished?*

Recommendation 4

It is recommended that:

- OIE continue to seek additional voluntary contributions from diversified sources to the World Animal Health and Welfare Fund, including contributions that can be used for supporting some of the core operating costs of the SSR-SEA (including staff).
- Prior to the end of 2014, a preliminary 'Exit Strategy' should be drafted by the STANDZ Steering Committee. The preliminary strategy should identify what needs to be done and by whom in order to effectively plan for the possible cessation of STANDZ funding in mid-2016.
- Prior to the end of 2015, OIE should pick up the costs of some of the core operating costs currently funded by STANDZ (including some salaries) as a demonstration of its commitment to maintaining SSR-SEA operational capabilities.
- Prior to the end of 2015, DFAT should aim to make a clear decision on whether or not it will continue to support the operations of SSR-SEA through to 2020, and if so the likely scope of that support. It is further recommended that DFAT should continue some level of support, to at least maintain its engagement in regional FMD control efforts through to 2020, the end of the current regional FMD roadmap.

5. What changes in the way M&E is being undertaken are recommended to help ensure effective monitoring and evaluation of the STANDZ initiative?

Recommendation 5

It is recommended that:

- The further development of monitoring and reporting systems should be undertaken within the framework of the new component structure as outlined in Recommendation 1 and profiled in Annex 5 to this report. Once the new component structure has been agreed, OIE will subsequently need to adapt its budgeting, financial management and reporting coding accordingly.
- The primary focus of all M&E efforts should be on the utility of the management information generated for SRR-SEA and DFAT, not theoretical ideals.
- The services of an M&E specialist should continue to be used through to the end of 2015, on a retainer contract with a review of performance at the end of 2014. M&E support inputs should be based on demand from the SRR-SEA Representative (in consultation with his management team). Payment for services should be based on the submission of periodic (e.g. bi-monthly) time sheets (showing hours and days worked, on what main activities, and in what location), a brief description of the main documented outputs delivered during the period, and an invoice for fees and any agreed reimbursable costs.
- The overall scope of work of the M&E specialist should be kept broad (to allow for flexibility in determining what is really working / useful), but this also means that the consultant needs to be carefully managed.
- The M&E Concept Note prepared by the current M&E Specialist (Piechotta) in January 2014 should be used as the initial basis for discussing and agreeing on the broad scope and focus of M&E consultancy inputs over the next year or so. However, there are some elements in the current proposal that may not prove to be so practical and/or useful, such as the proposed tracer studies and the use of impact diaries. Stakeholder surveys can be useful, but need to be appropriately designed and delivered to get reasonable response rates and make the efforts worthwhile.

6. What changes in approach and activities are recommended for STANDZ to achieve its gender and social equality objectives, and what should be prioritised?

Recommendation 6

It is recommended that DFAT expectations as what SRR-SEA should be expected to do, achieve and report on with respect to gender mainstreaming / equality be moderated, given that this was given disproportionate (and overly theoretical) emphasis in the STANDZ design.

Nevertheless, it is recommended that SRR-SEA continue to give specific attention and focus to:

- Collecting and reporting gender-disaggregated data relevant to those participating in key SRR-SEA supported events;
- Promoting equality of access and opportunity to SRR-SEA sponsored events with key counterparts (e.g. by encouraging them to nominate women for such things as secondments to SRR-SEA and participation in key meetings and training events)
- Ensuring gender issues are specifically addressed in the TOR for relevant studies and small grants (e.g. socio-economic studies on FMD control, strengthening of Veterinary Services) and subsequently disseminating gender related findings;

- Ensuring gender and socio-economic issues are appropriately addressed in the scope of work / grant funding agreements for the larger programmatic interventions (e.g. in initial project proposals, the development of communication strategies, and M&E priorities); and
- Continuing to promote gender equity in their own workplace.

Annexes

Annex 1 – Terms of Reference for the Mid-Term Review

TERMS OF REFERENCE

I. Background

In May 2011, the Australian Agency for International Development (AusAID) confirmed a grant funding agreement to the World Organisation for Animal Health (OIE) to implement the Stop Transboundary Animal Disease and Zoonoses (STANDZ) Initiative. STANDZ was designed in early-2011 by an AusAID-commissioned program design team to assist OIE in developing a program that meets AusAID quality requirements. AusAID and the Australian Government Department of Agriculture provided regular inputs during the course of the design process.

The purpose of STANDZ is to strengthen animal health systems and improve the performance of Veterinary Services in South East Asia in the prevention, control, and eradication of emerging infectious diseases (EIDs), transboundary animal diseases (TADs), and zoonoses. The OIE Sub-Regional Representation in South East Asia (SRR-SEA) implements STANDZ across the 11 countries of South East Asia and China, but with a focus on AusAID priority countries (e.g. Cambodia, Laos, Myanmar, and Vietnam).

The program's key stakeholders include: livestock departments under the Ministries of Agriculture, veterinary associations, faculties of veterinary sciences, and regional organisations such as the Association of Southeast Asian Nations (ASEAN). Program implementation approaches include:

- Policy engagement at regional and national levels to gain commitment to and alignment of regional and national animal health related policies and strategies with OIE global and regional policies, strategies, standards and guidelines;
- Programmed interventions to build partner government organisational capacity for improved Veterinary Services and disease management performance in select priority areas; and
- A small grant facility that allows priority countries and OIE to implement activities for developing: a) national systems strengthening; b) disease management responses for FMD and Rabies; and c) for research that will have regional significance.

STANDZ combines and consolidates the following four program components under one umbrella initiative:

5. AusAID support, since 1997, to the OIE South East Asia and China Foot and Mouth Disease (SEACFMD) Program⁴;
6. support to the OIE Performance of Veterinary Services (PVS)⁵ Pathway and identified animal system strengthening activities under the Strengthening Initiatives for Veterinary Services (STRIVES) Component;
7. a pilot Rabies control component to underscore the important role of Veterinary Services and the One Health approach to zoonotic disease prevention and response; and

⁴ SEACFMD Phase III ended in June 2011. SEACFMD Phase IV is the most significant component supported by AusAID under the STANDZ Initiative.

⁵ The OIE PVS Pathway is a global programme for the sustainable improvement of a country's Veterinary Services' compliance with OIE international standards. More information available at: <http://www.oie.int/support-to-oie-members/pvs-pathway/>

8. OIE SRR program management, including capacity development and adoption of development good practices in STANDZ implementation.

II. Key Program Issues

AusAID has been the most significant donor⁶ supporting FMD eradication in South East Asia since 1997. OIE is an inter-governmental body and the sole international reference and global standard setting organisation for animal health.

STANDZ is a new approach for both AusAID and OIE in the following aspects:

- *New Theory of Change:* STANDZ combines three complementary streams of work and a fourth overarching component on SRR-SEA internal capacity to effectively implement STANDZ.
- *Substantial Funding:* AusAID is investing up to A\$12.74 million in grant funding to STANDZ across five years from May 2011 to June 2016. Previous AusAID funding to OIE-implemented projects amounted to A\$8.5 million spread across 14 years from 1997 to 2011 (i.e. A\$6.5 million for SEACFMD from 1997 to 2011 and A\$2.0 million for a Project to Strengthen Veterinary Services from 2007 to 2011).
- *Focused on National Interventions:* Whilst SRR-SEA is a regional institution, the STANDZ design document estimated that 53 per cent of the total funding amount will be allocated to support partner governments' national level activities particularly national-level FMD control activities (refer to Components 2 and 3 of the STANDZ design). About 11 per cent of the STANDZ budget is allocated to regional aspects of the STANDZ work.
- *Support to OIE-SRR Capacity to implement STANDZ:* About 31 per cent of the STANDZ budget is allocated to fund program and OIE-SRR staff to ensure the effective and efficient implementation of STANDZ. This pillar has a strong capacity development flavour focused on improving OIE-SRR monitoring and evaluation (M&E), gender mainstreaming, and communication activities.

III. Purposes and Intended Uses of the Evaluation

Purpose:

- To assess whether the current state, structure, and implementation of STANDZ will enable it to reach its end-of-program objectives by June 2016.
- To validate the STANDZ program theory as well as theories of change of the respective four program pillars, including underlying assumptions.
- To identify key intermediate (intended and unintended) outcomes from STANDZ work to date.

This component is essentially a formative review of STANDZ processes, including (but not limited to) program governance, financial reporting, resourcing, key component activities, how program components link together, whether the program is implemented as designed, the relevance and effectiveness of the STANDZ approach, the likely sustainability of key

⁶ AusAID has supported all phases of SEACFMD from 1997 to date. At the bilateral level, AusAID's support helped the Government of the Philippines in eradicating FMD (\$9.2 million from 1996 to 2009).

regional and national activities, and whether STANDZ can be evaluated for outcome information by the end of the program in 2016.

Intended Use / Management decisions to be informed by the findings:

- *Primary users:* OIE (SRR and Paris), AusAID, DAFF
- *Secondary users:* Partner governments involved in STANDZ implementation
- *Key Decisions:* OIE's improvement of STANDZ implementation and program processes from 2014 to 2016 specifically addressing the areas of relevance, efficiency, effectiveness, M&E, gender mainstreaming, and sustainability.

IV. Key Evaluation Questions

Note: The evaluator is expected to discuss the list of questions with AusAID and OIE and refine an agreed list in the evaluation plan, including detailing sub-questions.

1. Is STANDZ being implemented according to its design?
2. When required, is STANDZ implementation responsive to accommodate changes in the operating context and/or address emerging transboundary animal or zoonotic disease outbreaks (e.g. FMD, rabies, H5N1 or H7N9 avian influenza)?
3. Are the assumptions that underlie the STANDZ program theory and the theories of change of the respective four program pillars valid and relevant?
4. What are some of the key intermediate outcomes (intended and unintended) from STANDZ work to date?
5. Is it effective and efficient for STANDZ (and OIE), as a regional modality and regional institution, to relatively focus on national level interventions?
6. Will the current state, structure, and implementation of STANDZ enable it to reach its end-of-program objectives by June 2016?
7. What improvements in process, approach, and implementation⁷ are recommended from 2014 to 2016 for STANDZ to achieve its program objectives? What are we doing well? What should be prioritised in the second half of STANDZ implementation?
8. Given the STANDZ Theory of Change and current M&E systems, can STANDZ be evaluated for end-of-program outcomes by 2016? If not, what can be done in the remaining duration of the program to enable this?
9. Which STANDZ key activities (e.g. regional, country level, mainstreaming of development practices) are sustainable beyond the program? How is STANDZ addressing sustainability of key activities? How can STANDZ improve in working towards sustaining key activities beyond 2016?
10. What are the key risks that will hinder STANDZ achievement of its program objectives? How can OIE-SRR effectively mitigate and manage these risks?
11. Are current staff levels and skills appropriate and sufficient to reach end-of-program objectives?

⁷ These include, but are not limited to, program governance, financial management and reporting, staffing and use of resources, program monitoring and reporting, use of M&E information in management, etc.

V. Proposed Duration / Key Documents / Resources

Evaluation Activity	Proposed Input Days
Document review and briefing with AusAID and OIE	Up to 3 input days
Development of Evaluation Plan (inclusive of Drafting and Finalisation)	Up to 3 input days
In-country mission (data collection and processing)	Up to 17 input days
Drafting of the Report (inclusive of participation in peer review telecon and finalisation)	Up to 7 input days
TOTAL	Up to 30 days

The evaluator will have access to available program documentation such as (but not limited to): annual Quality at Implementation reports, annual and 6-monthly progress reports and financial statements, minutes of steering committee meetings, key correspondence, the STANDZ program design document, key research reports, the OIE-SRR strategic work plan, and program strategies on Monitoring and Evaluation, Gender Mainstreaming, and Communications.

OIE will assist in arranging meetings with relevant key stakeholders. The evaluator will have access to OIE, AusAID, and DAFF technical resources persons (when required) during the evaluation process.

VI. Specified Personnel

The services will require one (1) evaluator with expertise on process evaluation, evaluability assessment, and theory of change methodologies.

An evaluator with practical experience in evaluating regional programs and/or agriculture programs in South East Asia will be highly preferred (but not a requirement).

The evaluator is expected to strictly adhere to and explicitly detail, in the Evaluation Plan⁸, how he/she will address:

- cultural competency in the conduct of the evaluation
- standard evaluation ethics and guidelines
- AusAID M&E Standards (to be provided by the AusAID Initiative Manager)

VII. Reporting Requirements

- a) An **Evaluation Plan** that meets AusAID M&E Standards will be submitted to AusAID and OIE by the first week of January 2014 or about a month prior to the in-country mission. In addition to addressing cultural competency and evaluation ethics and standards, the evaluation plan should include details about the evaluation methodology (and rationale for the choice of methodology), report on the literature review component,

⁸ More detailed requirements for the Evaluation Plan will be provided by the AusAID Initiative Manager.

data collection and documentation, sources of evidence, how evidence will be triangulated, and approach to sampling and field visits (if field visit are required).

- b) An **Aide Memoire** will be used at the end of the in-country visit to Bangkok, Thailand. The Aide Memoire presentation - to be attended by AusAID, OIE, DAFF, and partner government representatives (as required) - will present initial findings, seek verification of facts and assumptions, and discuss the feasibility of initial recommendations in the program/country context.
- c) The **Evaluation Report** is expected to be fully published in the AusAID website. The report should be no longer than 25 to 30 pages excluding annexes. An Executive Summary should be no longer than 4 pages and can be read as a stand-alone document.
- d) The evaluator will provide independent ratings across AusAID's quality criteria through the **Quality at Implementation (QAI)** report (annexed to the Evaluation Report).

The evaluator is expected to follow the AusAID Evaluation Report and Aide Memoire templates (to be provided by the AusAID Initiative Manager). Moreover, the evaluation report is to be drafted in line with AusAID M&E Standards.

VIII. Quality Assurance

The draft evaluation plan will be shared with the STANDZ steering committee members (e.g. AusAID, OIE, and DAFF) for comments and endorsement. OIE will endeavour to obtain partner government feedback on the evaluation plan prior to its finalisation. Each steering committee member will ensure that comments provided to the draft evaluation plan are informed by their respective internal consultation processes.

The draft evaluation report will be shared for comments with the following:

- OIE Paris
- AusAID Health Sector Specialist (Mekong & Regional)
- AusAID Health Policy Section (Canberra)
- AusAID Mekong & Regional Hub (Counsellor and Performance & Quality Officer)
- AusAID Bangkok Program Team
- DAFF Canberra
- ASEAN Secretariat
- Partner government focal points

A peer review composed of OIE, AusAID, DAFF representatives will be convened to discuss the evaluation content and findings, including the quality, accuracy, messaging, and utility of the respective reports. The evaluator will participate in the peer review meeting (via telecon) to address questions on the draft report. The evaluator will endeavour to address the outcomes/recommendations of the peer review in finalising the evaluation report, while also maintaining the independence of the evaluation findings and recommendations.

IX. Proposed Timeframe

The evaluation is expected to commence in January 2014 with scheduled in-country mission to be held from end-January to end-February 2014.

- a) **End-October 2013 to first week of November 2013:** Contracting of the evaluator
- b) **Early-January 2014:** Submission of the Evaluation Plan to AusAID

- c) **From end-January to end-February 2014:** In-country mission to meet with OIE-SRR and identified stakeholders (note: exact inputs days and dates will depend on the agreed Evaluation Plan).
- d) **Mid-March 2014:** Draft Evaluation Report submitted to AusAID
- e) **End-March 2014:** Peer Review of the draft evaluation report conducted
- f) **Early to mid-April 2014:** Final Evaluation Report submitted to AusAID
- g) **May 2014:** AusAID management response to the Evaluation Report finalised
- h) **June 2014:** Online AusAID publication of the final Evaluation Reports

Annex 2 – Itinerary and list of people consulted

Apologies if I have spelt any names wrongly, or somehow not given them the right title or designation.

Date	Location	Names
Mon 3 rd – Tue 7 th Feb	Bangkok – OIE SRR Office	Dr. Ronel Abila, OIE-SRR, Sub-regional representative Dr. Dirk Van Aken, OIE-SRR, Deputy sub-regional rep Dr. Agnes Poirier, OIE-SRR, HPED Programme Coordinator Dr. Mary Joy Gordonchillo, OIE-SRR, Science and One Health Dr. Jaruwan Kampa, OIE-SRR, IDENTIFY Programme Coordinator Dr. Karan Kukrjea, OIE-SRR, Project Officer Dr. Barbara Tornimbene, OIE-SRR, Project Officer Ms. Phunpit, OIE-SRR, Operations Manager Ms. Melada, OIE-SRR, Finance Officer Ms. Preechaya, OIE-SRR, Administrative Assistant Ms. Natrada, OIE-SRR, Administrative Assistant
Tue 4 th Feb	Bangkok	Dr. Sith, DLD Dr. Thanawat, DLD Dr. Prasith, DLD Dr. Wirongrong, DLD,
Wed 5 th Feb	Bangkok & telecom with Paris	Dr. Pranee, DLD Dr. Achairiya, FAVA, President Dr. Monique Eloit, OIE Paris, Deputy DG, Administration Ms. Alix Wing, OIE Paris, Head of Budget Unit Dr. Francois Caya, OIE Paris, Head of Regional Activities Dept
Thu 6 th Feb	Bangkok & telecom with Canberra	Dr. Sudarat, USAID BKK, Regional Animal Health Adviser Mr. Royce Escolar, DFAT BKK, Senior Program Manager Dr. Michael O’Dwyer, DFAT BKK, Health Sector Specialist Ms. Amanda Jennings, DFAT Canberra, Health Policy Section Ms. Jill Bell, DFAT Canberra, Health Specialist
Fri 7 th Feb	Bangkok & telecom with Paris	Dr. Dunja, WHO BKK Mr. Rick Brown, WHO Delhi (visiting BKK) Dr. Wantanee, FAO, Regional Coordinator ECTAD Dr. Subash, FAO, Regional Head of Office Dr. Bernard Vallat, OIE Paris, Director General Dr. Alain Dehove, OIE Paris, Coordinator of World Fund

Date	Location	Names
		Emily Tagliaro & Julie Mace, OIE Paris, Project Officers
Sun 9 th Feb	Vientiane	Mr. Jurgen Piechotta, STANDZ M&E consultant
Mon 10 th Feb	Vientiane	Dr. Sithong, DLF, Deputy DG, Legal Dr. Pouth Inthavong, DLF, former SEACFMD Country Coordinator Dr. Khampouth Vonxay, DLF, former SEACFMD Country Coordinator Dr. Sounthone Vongthilath, DLF, Director Veterinary Legislation Division & ADB SPS Project Coordinator Dr. Vannaphone Putthana, Nabong University, Small grant recipient Dr. Oudom Phonekhampheng, Nabong University, Dean Mr. Dennis Ellingson, Team Leader, ADB SPS Project
Tue 11 th Feb	Houay Xai (Laos)	Dr. Gardner Murray, President of SEACFMD Sub-Commission Dr. Peter Black, Principal Research Scientist, DA Australia
Wed 12 th Feb	Houay Xai	Dr. Li Huachan, Director of Yunnan Animal Science and Veterinary Institute Plus observation of presentations and discussion among members of UMWG of the SEACFMD
Tue 18 th Feb	BKK	Dr. Ronel Abila, OIE SR Representative plus other staff
Wed 19 th Feb	Hanoi	Dr. Phan Quang, Deputy Head, Epidemiology Division, Dept of Animal Health Dr. Nguyen Van Long Dr. Pham Thanh Long Dr. Tran Thi Thu Phuong, Vice Head of Planning Division, Dept of Animal Health Dr. Trinh Dinh Thau, Dean Faculty of Veterinary Medicine, Hanoi University of Agriculture
Thu 20 th Feb	Phnom Penh	Dr. Sen Sovann, Deputy Director General MAFF & OIE Delegate Dr. Seng Mom, Vice rector for International Relations and acting Dean, Royal University of Agriculture
Fri 21 st Feb	Phnom Penh	Dr. Sorn San, Director of National Veterinary Research Institute, Dept of Animal Health and Production, MAFF Dr. Mak Chantol, MAFF Dr. Tan Phannara, Deputy Director, in charge of Animal Health Office and Animal Production Research Institute, MAFF Dr. Pich Peda, Department of Animal Health and Production, MAFF Mr. Suon Seng, Executive Director, Centre for Development Oriented Research in Agriculture and Livelihood Systems
Mon 24 th Feb	Nay Pyi Taw	Dr. Myint Than, Director General, Livestock Breeding and

Date	Location	Names
		<p>Veterinary Department (LBVD)</p> <p>Dr. Ye Tun Win, Director Administrative, LBVD</p> <p>Dr. Than Naing Tun, Director, Research and Disease Control Division, LBVD</p> <p>Dr. Min Thien Maw, LBVD</p>
Tue 25 th Feb	Yangon	<p>Dr. Khin Maung Latt, Executive Committee Member, Myanmar Veterinary Association</p> <p>Dr. Khin Hlaing, Secretary General, Myanmar Livestock Federation (MLF)</p> <p>U Win Sein, Vice Chairman, MLF</p> <p>Dr. Than Hla, Executive Adviser, MLF</p> <p>U Myint Thu, Joint Secretary, MLF</p> <p>Dr. Thet Khaing, MLF</p> <p>Dr. Ai Thanda Kyaw, Country Director, Asia Farmer-to-Farmer Program, Winrock International</p> <p>Dr. Htun Min, LBVD</p> <p>Dr. Kyaw Naing Oo, Deputy Director, Disease Diagnosis and Control Sub-Division, LBVD</p>
Wed 26 th Feb	Yangon	<p>Dr. Tin Tin Myaing,</p>
Fri 28 th Feb	BKK	<p>Royce Escolar, Senior Program Manager, DFAT Bangkok</p> <p>Eleanor Cupit, First Secretary, DFAT Bangkok</p> <p>Dr. Michael O’Dwyer, Health Sector Specialist, DFAT Bangkok</p> <p>Dr. Ronel Abila, OIE SRR</p> <p>Dr. Dirk Van Aken, OIE-SRR</p>

Annex 3 – List of key reference documents

1. Independent Review Report, AusAID Grant Funding to World Organisation for Animal Health (OIE) for the Southeast East Asia Foot and Mouth Disease (SEAFMD) Campaign, Dr. Brian Scoullar and Dr. Nigel Perkins, April 2008
2. Pandemics and Emerging Infectious Diseases Framework 2010-15, AusAID, October 2010
3. FINAL STANDZ Design Document, AusAID, May 2011
4. STANDZ design risk matrix, AusAID, 2011
5. Final minutes of the STANDZ Appraisal Peer Review, AusAID, March 2011
6. STANDZ Appraisal Peer Review - ANNEXES, AusAID, March 2011
7. Final Quality at Entry (QAE) Report for STANDZ, AusAID, March 2011
8. Grant Agreement between AusAID and OIE, May 2011
9. OIE comments on draft STANDZ design document, OIE, undated
10. Review Report on STANDZ program logic and M&E systems, Sue Dawson, September 2011
11. Minutes of the 1st STANDZ Core Steering Committee meeting in Hanoi, September 2011
12. Minutes of the 2nd STANDZ Core Steering Committee meeting in Lijiang China, March 2012
13. OIE-SRR STANDZ Design Framework, AusAID, updated April 2012
14. OIE-SRR STANDZ M&E Framework, AusAID, April 2012
15. Quality at Implementation (QAI) report on STANDZ for 2012, AusAID, December 2012
16. QAI report on STANDZ for 2013, AusAID, undated
17. Minutes of 3rd meeting of STANDZ Steering Committee, Singapore, March 2013
18. OIE Manual of Administrative Procedures for SR and SRRs, draft of May 2013
19. Terms of reference and internal rules for OIE regional and sub-regional representations, OIE, undated
20. Results landscapes for each STANDZ component (x4), OIE M&E consultant, August 2013
21. DAFF Secondee report on the administrative functions of the OIE SRR SEA, George Hughes, September 2013
22. STANDZ Monitoring and Evaluation Plan, OIE M&E consultant, January 2014
23. STANDZ mid-year report 2012, OIE, July 2012
24. STANDZ mid-year report 2012 – ANNEXES, OIE, July 2012
25. STANDZ second annual initiative report for 2012, OIE, January 2013
26. STANDZ mid-year report 2013, OIE, July 2013
27. STANDZ mid-year report 2013 – ANNEXES, OIE, July 2013
28. STANDZ annual initiative report for 2013 (draft), OIE, January 2014

29. Guidelines for the ethical conduct of evaluations, Australasian Evaluation Society, revised July 2013
30. M&E standards, DFAT, valid July 2013/14
31. QAI Report template, DFAT
32. STANDZ outcome study report (DRAFT), Juergen Piechotta, January 2014
33. STANDZ M&E Concept Paper, Juergen Pinechotta, January 2014
34. OIE-SRR Event evaluation – data entry tool and database, OIE M&E consultant, December 2013
35. OIE Training evaluation – data entry tool and database, OIE M&E consultant, November 2013
36. Questionnaires for countries, OIE M&E consultant, November 2013
37. Tracer studies – very brief guidelines, OIE M&E consultant, September 2013
38. Stakeholder survey final list of interviewees, OIE M&E consultant, January 2014
39. Various STANDZ ‘event evaluation summary reports’, prepared by OIE M&E consultant, January 2014
40. Costs of FMD in SE Asia and Economic Benefits of the South-East Asia and China Foot and Mouth Disease Campaign, Ross McLeod, eSYS Development, 26th July 2013
41. The impact of foot-and-mouth disease and benefits associated with eradication in Southeast Asia: Identifying gaps for future opportunities, Abila, Murray, Van Aken et al, undated
42. Socio-economic impact of FMD in Saigang and Mandalay and cattle movement in India border, Dr. Ai Thanda Kyaw, November 2012
43. National FMD Plan of Lao PDR (draft), Department of Livestock and Fisheries, January 2014
44. PVS Evaluation Report Viet Nam, Dr. Eric Fermet-Quinet et al, March 2010
45. Funding Agreement for Creation of a Foot and Mouth Disease Control Zone in Northern Lao PDR (draft), OIE, undated
46. The Three-year FMD Control Programme in Northern Lao PDR 2014-2016, OIE, October 2013
47. Lao PDR, Evaluation of the veterinary services according to the Performance, Vision and Strategy approach, Bastiaensen et al, March 2007
48. National FMD Plan of Cambodia (draft), Department of Animal Production and Health, undated
49. National FMD Plan of Myanmar (draft), Livestock Breeding and Veterinary Department, undated
50. PVS Gap Analysis Report Lao PDR, Bastiaensen et al, June 2012
51. PVS Pathway Follow-up Mission Report for Lao PDR, Bastiaensen et al, September 2011
52. SGF Mid-term Progress Report - Enhancing the capacities of veterinary teaching staff of the Faculty of Agriculture in OIE Day 1 competencies, Nabong University Cambodia, undated

53. SGF Completion Report - Targeted FMD Vaccination Campaign in Sagaing and Dawei Districts and Public Awareness Program in Muse Township, Dr. Cho Cho Htun et al, undated
54. SGF Mid-term Progress Report - Safeguarding the Upper Mekong FMD Control Zone by means of targeted vaccination (Lao PDR), Department of Livestock & Fisheries, undated
55. SGF Completion Report - Targeted FMD Vaccination in hotspots in Northern Lao PDR, Department of Livestock and Fisheries, undated

Annex 4 – Summary results from on-line survey

Details provided as separate PDF file.

Only 14 responses received from a total of 60 potential respondents

Key findings from the survey:

Relevance:

- Rated very relevant by the majority of respondents with respect to both regional and national priorities.
- Rated relevant by the majority of respondents with respect to country capacity to absorb and apply the support provided.

Effectiveness

- Rated very effective by the majority of respondents with respect to promoting global standards, regional coordination and information sharing.
- Rated effective (or better) by the majority of respondents with respect to enhancing x-border cooperation with neighbouring countries, building national level technical capacities and helping advocate for additional resource / budget for priority animal health services.

Efficiency

- Rated very efficient or efficient by all respondents with respect to organising meetings, responding to requests for technical assistance, responding to requests for vaccines / materials (with the exception of one respondent – sometimes efficient), and responding to requests for technical information / data.

Cooperation and collaboration with other agencies

- Rated very good by majority of respondents with respect to FAO.
- Rated good or very good by majority of respondents with respect to WHO.
- Rated good by majority of respondents with respect to academic institutions and veterinary associations.
- Rated adequate by the largest number of respondents with respect to the private sector.

OIE promotion of analysis of broader socio-economic development issues, including gender

- Rated as 'often' by majority of respondents.

Annex 5 – Proposed revised component structure for STANDZ

Brief discussion on the STANDZ theory of change

Firstly, a project design and management health warning. Overly technical and theoretical fixation on Theory of Change (ToC) models can damage the health of your project.

ToC is one of a many approaches / tools that aid donors have tried to apply to improve the internal logic and clarity of their designs over the past 40 years or so. The Logical Framework Matrix (Logframe) was one of the first, then the Logical Framework Approach (more participatory elements included), complemented by Objective Trees, Performance Frameworks, Results Frameworks, Results-Landscapes, etc. All of these tools and approaches are in essence part of a desire to promote results-based management (RBM).

In practice – few of these tools have been effectively used, as anyone who has reviewed the quality of aid donor Logframes or the analytical literature on RBM in aid agencies, will know. There are many reasons for the lack of success in effectively applying these tools in practice, including:

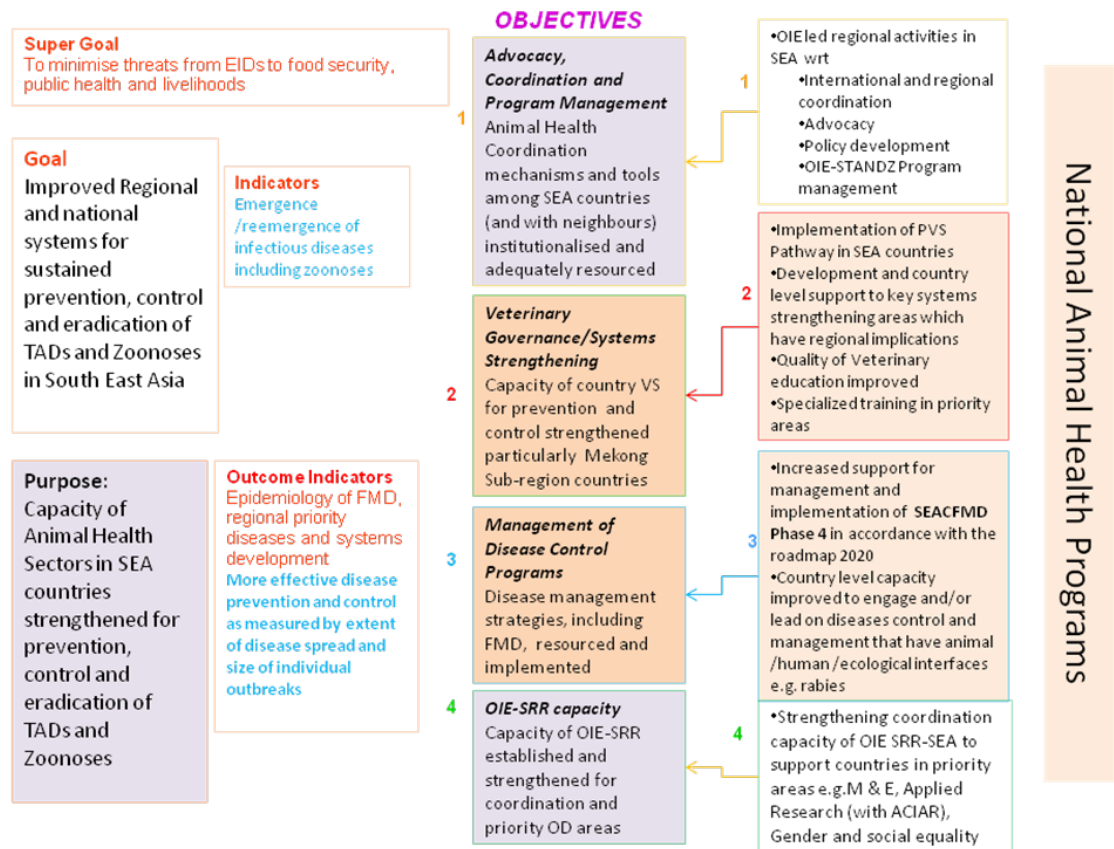
- The poor quality of the initial design logic and choice of indicators
- The pressure to include overly ambitious / grand objectives in project proposals to get funding, which then cannot be achieved with the time and resource available
- Muddled and inconsistent understanding of the terminology used to differentiate different levels of results (e.g. impact, outcomes, outputs and activities)
- The rigid nature of the frameworks, and reluctance of aid donor agency representatives to allow changes to design frameworks without complex and time-consuming re-design processes. The frameworks have, in practice, often been used by aid agencies as a means to try and exert centralised control – not facilitate implementation by responsible managers on the ground.
- Inadequate appreciation of the political economy within which most development projects are implemented, namely the complexity of processes which impact on whether or not a development project works or not. Such things as effective partnerships, trust, flexibility and responsiveness are not captured well in ToC models.
- Lack of practical experience in using the tools effectively among many aid project managers
- The fact that in many development agencies, the basic conditions for effective results-based management are not in place, namely that line managers are not adequately empowered to make decisions on resource allocation and management based on whether or not results are being demonstrated or not. Most often the main imperative is to spend the budget allocation as provided.

So – what about the STANDZ experience? A few key points are noted below:

The original STANDZ design of May 2011 did not include any mention of ‘Theory of Change’, but does include a Logframe matrix.

- The design structure and hierarchy of objectives, including the terms used, are inconsistent and confusing. For example, the narrative of the design includes a super-goal, a goal, a purpose, objectives, outcome indicators, indicators, key activity areas, and outcome targets. Then in the Logframe matrix, another configuration of terms is used, including outputs. Even the Goal and Purpose statements in the narrative are different from the statements used in the Logframe Matrix.

An example figure from the approved design is shown below – to give an idea of the jumble of ideas / concepts that were presented in terms of STANDZ objectives.



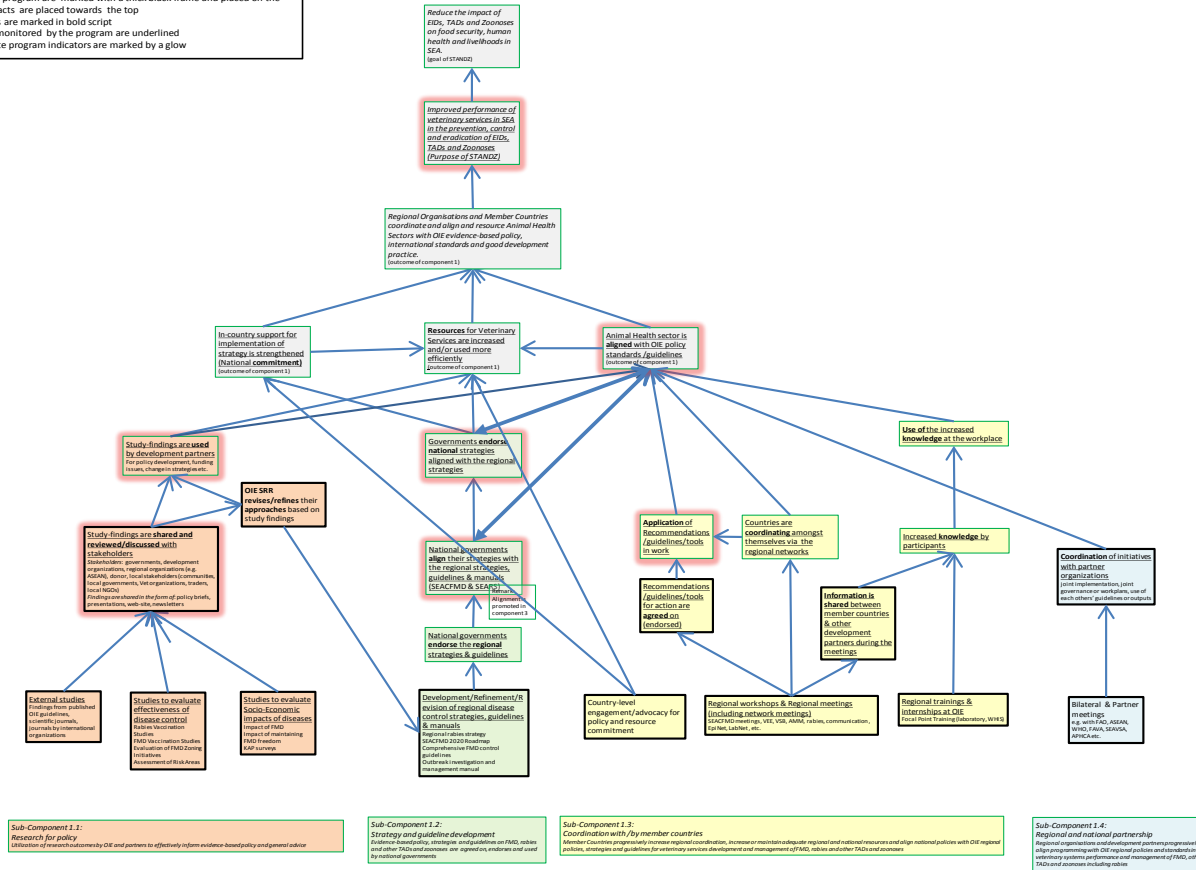
- The way that the 4 project components are divided up, makes the link between some activities, outputs and outcomes difficult to understand and subsequently track (the Theory of Change). For example, component 1 (Coordination and Policy Alignment) includes the preparation of improved strategic plans and guidelines for FMD control, enhanced coordination arrangements for FMD, and the conduct of research / studies to better understand the socio-economics of FMD. However support for implementation of FMD control activities on the ground is placed under Component 3. This has made it difficult for the STANDZ management team (SRR-SEA) to try and logically link and report on FMD support work in a coherent and streamlined way.
- Following the design, a review was conducted of the STANDZ design structure and Logframe (in 2012) as part of preparing a SRR-SEA Monitoring and Evaluation Framework. A revised set of ‘component outcome’ and ‘supporting outcome’ statements were developed, plus ‘outcome indicators’ and ‘output indicators’ under each of the ‘supporting outcomes’. Guidance on how to report against each of these areas of work was also provided. While this updated configuration appears to be technically robust and well documented, it nevertheless looks ambitious given the capacities of the SRR-SEA management team to do such M&E work (both then and even now).
- The original design, as well as the updated design and M&E framework of 2012, do not include any clear baseline, and very few meaningful targets. This is not unusual – as many of the things that initiatives such as STANDZ are trying to influence are not easily measured in any simple way. But this does mean that it is almost impossible to definitively answer the question ‘will STANDZ achieve its end of program outcomes’ – at least with any degree of precision.

- Subsequent to preparation of the M&E framework, the SRR-SEA team then engaged further M&E consultancy support to try and operationalise the framework, but without much success, given that the chosen consultant proved unsuitable and did not deliver any useful products or advice. In the meantime, the SRR-SEA (with support from OIE-HQ) continued to collect what information they could on output delivery and contribution to outcomes, and reported these in their six-monthly and annual progress reports. This was done largely without making specific reference (in the reports at least) to the output statements, indicators or collection methods/data sources contained in the M&E Framework (including for the supporting outcomes).
- Since mid-2013, the SRR-SEA has had a new M&E consultant to help them with their monitoring and reporting work. In August 2013, a series of workshops were held with a range of STANDZ stakeholders to clarify what they have termed ‘results landscapes’ for each STANDZ component. This is simply another term for ‘theory of change’, ‘objective trees’, ‘results hierarchy’, ‘means-end analysis’, etc. An example of one of the results-landscapes (four were initially produced – one for each component) is shown on the following page. While it is difficult to read all the text – it aims to illustrate two points. Firstly, they were helpful in identifying the need to re-organise the component structures so that, for example, the logical links between all FMD work (the theory of change) could be better understood, managed, monitored and reported on. Secondly, they illustrate the problem with developing and using practical ToC models. The results landscapes are, in some respects, overly complex (too many interlinking lines, cause and effect relationships, levels of results) and in other respects too simplistic (they can’t readily account for the many environmental /political economy factors that actually determine whether or not results / benefits can be effectively delivered or not). ToC models need to be handled with care – and are only really useful when in the hands of effective and experienced managers, and used in a dynamic and flexible way..
- As a result of this work on the results landscapes and associated discussions, a set of 16 outcome indicators were developed and agreed. In addition, a number of tools have been developed for more systematically collecting and analysing some basic information (e.g. on workshop / training data and results, use of study findings, application / use of OIE Guidelines, etc). The M&E consultant has also spent some months collecting and compiling information for an ‘Outcome Study Report’ which was finalised in February 2014. A main purpose of this study was to feed in to the MTR.
- The ‘Outcome Study Report’ is certainly helpful in clarifying where results are being achieved, where they are not, and where it is as yet unclear. However, it contains a lot of detail, and no clear summary overview. It also illustrates the complexity of the M&E task in demonstrating a contribution to outcomes, particularly as the STANDZ component structure is currently configured. It is the Reviewer’s opinion that there still needs to be further refinement of the M&E system and tools, greater realism in addressing what is practically possible, and a clearer focus on generating identified high-priority management information needs. The guiding questions must be: (i) who is going to use what information and how; and (ii) is it realistic for this information to be generated within the capacities and resources available to the STANDZ management team.

Results Landscape for STANDZ – Component 1: Coordination and Policy Alignment

Information on the logic and formats used in this Results Landscape:

- 'Items' belonging to different sub-components are marked with different filling-colors
- Sub-component names and outcomes are specified on the bottom of the landscape
- Activities and outputs by the program are marked with a thick black frame and placed on the bottom > outcomes and impacts are placed towards the top
- Key words in the 'Item' boxes are marked in bold script
- Those 'Items', which will be monitored by the program are underlined
- Those 'Items' which constitute program indicators are marked by a glow



What this ToC ‘story’ seems to highlight in my mind, is the disconnect between what many aid agencies / providers expect to happen in theory, and what is possible in practice.

STANDZ, based on available evidence, appears to be doing good work which is generally considered relevant, efficient and effective by key partners (namely the National Veterinary Services of partner governments) – even though its theory of change and M&E systems have been unclear and incomplete for most of the past 2 years

For this reason – I would not be recommending a formal, time-consuming and potentially pointless re-design of the overall project structure and/or preparation of a new M&E framework – particularly if this was to involve new external expertise (consultants).

Rather, the STANDZ Steering Committee (who I assume have adequate expertise, knowledge and authority to take appropriate practical remedial actions) should invest some of their time (with the support of relevant colleagues and current consulting expertise) in agreeing on a revised component structure and simplified theory of change. There is then adequate information / ideas already available from both the 2012 M&E Framework, and from the Outcome Study Report, to decide which indicators, information sources and analytical methods should be used. This is essentially a re-packaging – not a re-design.

On the following two pages, a proposed revised component structure is proposed, plus a simplified results hierarchy. This is based on a recommendation emanating from the ‘Outcome Study Report’, and has the endorsement of the STANDZ Program Manager, Dr. Ronel Abila. A key feature of this proposed revised structure is that it focuses on only one outcome per component (although each will need further refinement, including specification of a number of indicators to help define what needs to be measured to help demonstrate a STANDZ / OIE contribution), and gives greater emphasis to the delivery and monitoring of key OIE / STANDZ outputs and services.

Proposed revised component structure for STANDZ planning, monitoring and reporting

(Adapted from the 'Outcome Study Report' of January 2014 prepared by Juergen Piechotta, current OIE-SRR-SEA M&E Specialist)

Component 1 - FMD

- 1.1 SEACFMD meetings and related activities
- 1.2 SEACFMD 2020 Roadmap and national FMD plans
- 1.3 FMD research & studies
- 1.4 FMD control activities (e.g. SGF / vaccination campaigns)

Component 2 - One Health / Rabies

- 2.1 One Health/ zoonoses Tripartite meetings and related coordination activities
- 2.2 Regional rabies plan and national rabies plans
- 2.3 Rabies research
- 2.4 Rabies control (e.g. SGF / vaccination campaigns)

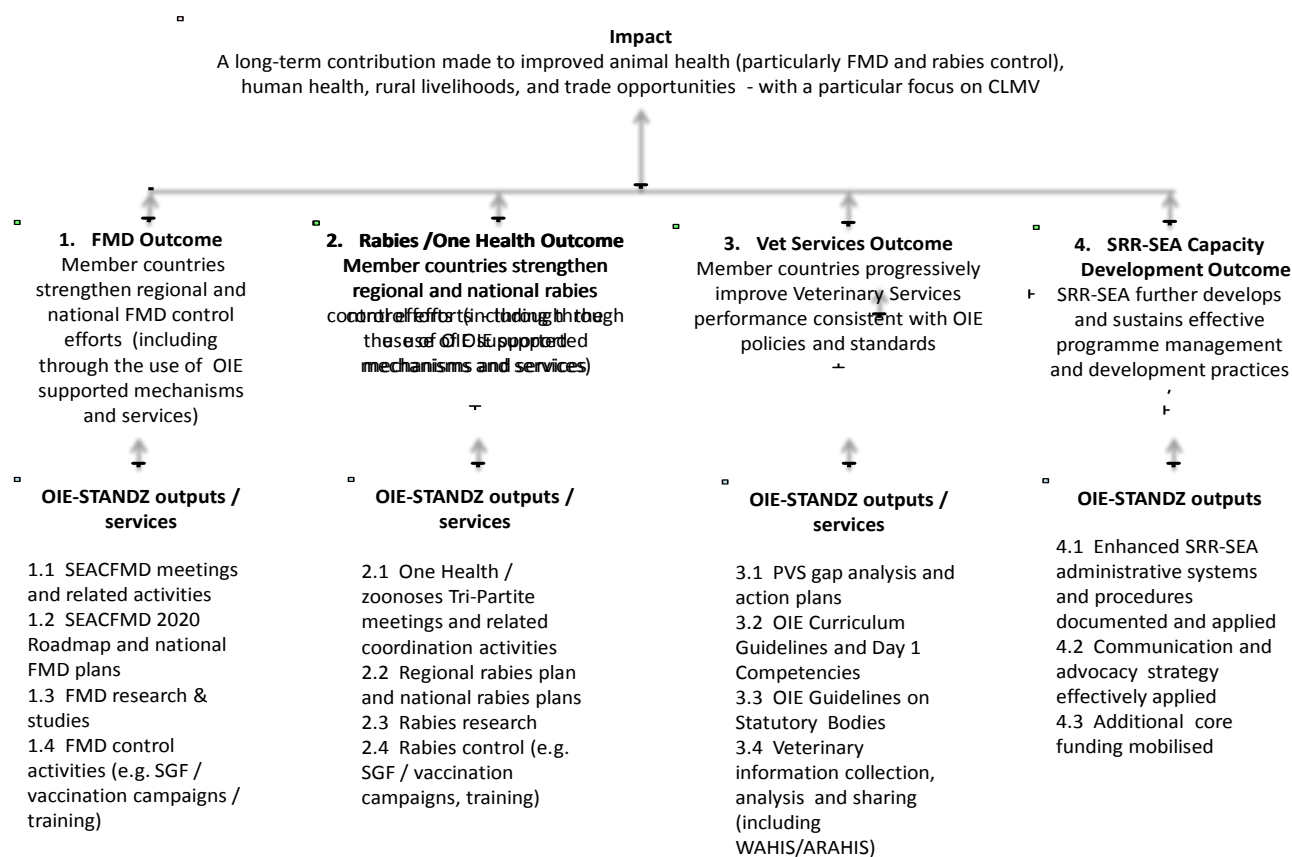
Component 3 - Veterinary Systems Strengthening

- 3.1 Address gaps identified through OIE PVS Pathway missions
- 3.2 Veterinary Education
- 3.3 Veterinary Statutory Bodies
- 3.4 Veterinary information collection and analysis (including WAHIS/ARAHIS)

Component 4 - Program management / institutional capacity

- 4.1 OIE-SRR-SEA capacity building in programme management (administration, M&E, QA, gender)
- 4.2 Communication and advocacy strategy applied
- 4.3 Attraction of core funding

Proposed simplified results-hierarchy / landscape for STANDZ



Annex 6 – Quality at implementation ratings

Criteria	Assessment <i>(no more than 600 words per cell)</i>	Rating <i>(1-6)</i>	Management Response Be as precise as possible: what? how? who? when? <i>(no more than 600 words per cell)</i>
1. Relevance	<p>Yes. The STANDZ initiative appears to be appropriately aligned with Australian aid priorities, and has the potential to contribute to enhanced food security, poverty alleviation, trade and Australia's bio-security interests.</p> <p>National and regional partners appreciate the support being provided, and OIE is an appropriate institution and mechanism to provide this kind of support. Aid effectiveness principles are being directly supported through this mode of aid delivery.</p> <p>The quality of the initial STANDZ design can be critiqued, but in practice this has not impacted negatively on the relevance of the overall investment.</p>	5	<i>For DFAT / OIE to complete</i>
2. Effectiveness	<p>Despite some weaknesses in the specification of outcomes / results in the original design and subsequent M&E frameworks, the OIE operations that STANDZ supports are clearly considered to be useful and effective by key national and regional partners.</p> <p>The support provided to the work of the SEACFMD Sub-Commission and its Working Groups continues to be held in high regard, and 'new' countries are becoming more actively involved (including China). OIE is active in helping to share ideas and data on FMD control, promoting best practices and effective cross-border collaboration. It provides valued technical expertise, including support for FMD reference laboratories.</p> <p>Through the Small Grant Facility – OIE is also supporting pilot projects on FMD control, which are providing valuable learning opportunities for all involved, and demonstrating some tangible results on the ground.</p> <p>OIE continues to be instrumental as a key partner in promoting and supporting the One Health approach in collaboration with FAO and WHO. STANDZ supports this work, in particular with respect to rabies control initiatives. A rabies control (dog vaccination) pilot program in the Philippines is expected to deliver significant tangible results over the next two years.</p> <p>OIE's work on standard setting and institutional capacity assessment for Veterinary Services (e.g. PVS Pathway) is highly regarded – and there is some evidence of this leading directly to increased budget allocation from national authorities to strengthening Vet Services.</p> <p>OIE is taking actions to improve its own program management capabilities and effectiveness, including with respect to incorporating greater consideration of socio-economic development issues and gender. Nevertheless, some elements of OIE financial management and administrative procedures require continued attention, including with</p>	5	

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	respect to fiduciary risk management.		
3. Efficiency	<p>Yes. Overall, OIE is considered to be efficient at using the resources provided. Its overhead cost structures are modest, it generally responds quickly to requests for assistance / support, and it is not overly bureaucratic.</p> <p>Expenditure levels have been below budget estimates, but this is not considered to be a reflection of low efficiency, rather over-ambitious planning and budgeting.</p> <p>There are elements of OIE's financial planning, management and administrative procedures that nevertheless merit ongoing improvement.</p>	5	
4. Monitoring and Evaluation	<p>There have been problems in establishing a clear and functional M&E system, which is understood by those who must use it and which produces useful and timely information for reporting purposes. Part of the problem stems from the original design, different expectations as to what is realistic in terms of M&E, as well as difficulties in getting good technical support for M&E system development and operations. Such problems are common to many such development initiatives.</p> <p>However, since mid2013 progress has been made in improving the clarity and utility of the M&E work.</p> <p>Also, despite such problems, it is clear from the recent Outcome Study Report (Feb 2014), from feedback received during the MTR, and from a review of other STANDZ documents / products, that there is a reasonable base of information which shows that this is a useful investment.</p>	4	
5. Sustainability	<p>Prospects for the sustainability of <u>benefits</u> look positive. OIE is a sustainable organisation, it focuses significantly on building Veterinary Services institutional capacities among member states, it is increasingly diversifying its own funding sources, and the services it provides are aligned with national and regional priorities.</p> <p>The sustainability of the full range of <u>activities</u> that STANDZ currently supports, post 2016, will be dependent on ongoing assessment of their continued relevance and utility to member states, and securing adequate funding, from whatever source. As noted above, OIE has recently been given indication of additional financial contributions for FMD control from a number of partners, including China, Japan, New Zealand and Singapore.</p>	5	
6. Gender Equality	<p>The original STANDZ design gave significant emphasis to gender equality issues, and subsequent consulting inputs produced a Gender Framework, Gender Strategy and Gender Action Plan. A Gender Support Team (GST) was also established within the SSR-SEA office.</p> <p>Some progress has been made with</p>	3	

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	institutionalising gender awareness, analysis and action planning within the SRR-SEA office and in its program of work. However progress has been relatively slow. It appears that DFAT expectations may have been unrealistic, the approach of gender consultants too theoretical, and the practical utility of some of the proposed actions doubtful (at least in the eyes of many SRR-SEA staff).		