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What is the role of Veterinary Services in international trade?

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What is the role of the Veterinary Services in international trade?

The Veterinary Services encompass a combination of governmental and non-governmental individuals and organisations, and thus a broad range of actors, involved in the implementation of OIE international standards. These actors are not necessarily part of governmental bodies or regulatory agencies and are usually distributed along complex and complementary chains of responsibilities, documentation and reporting.

Veterinary Services provide the assurance of compliance with the conditions and measures necessary to minimise potential risks associated with traded commodities to human or animal life or health in importing countries. The Veterinary Services of exporting and importing countries are partners in achieving this. Exporting countries’ Veterinary Services design, implement and certify these measures, while importing countries’ Veterinary Services verify their compliance with legal operations and participate in the prevention of illegal operations. These conditions are detailed in the international veterinary certificates signed by the exporting countries’ Veterinary Authorities or other Competent Authorities at the moment of shipment.

Defining national priorities and engaging in international trade

Veterinary Services’ activities are defined and conditioned by national priorities. These national priorities are usually defined beyond the veterinary domain and above the level of the Veterinary Authority. They can encompass diverse focuses, such as policies on animal production and trade, public health priorities, animal health priorities or overarching definitions on organisational structures and management, for example.

Following these priorities, national Veterinary Services define and develop their core policies and programmes in terms of animal health surveillance, disease prevention, disease control and conditions for movement control and traceability of animals and animal products. These core activities provide the necessary information to define the animal health situation of the country and allow the control and eradication of relevant diseases.

As resources are limited, these programmes normally prioritise selected productive sectors and animal species, or else target specific diseases that are particularly relevant to the national context. It is natural that national programmes may differ from one country to another, following differences in production systems, the epidemiological situation of diseases and the history and organisation of national control systems.

Animal welfare is a key component of animal health, and thus it should also be taken into consideration as part of the core programmes of the Veterinary Services. The Veterinary Services should assure animal welfare throughout the productive chain, from production to slaughter, giving specific attention to animal welfare during transport in the case of international trade in live animals. Trading partners normally require animal welfare programmes as part of the national official assurance systems.
Building trust between trading partners, through transparency and good governance of Veterinary Services

Trust is the key factor for the safety of international trade and must be developed and maintained throughout the whole trade process. Mutual confidence between relevant Veterinary Services of trading partner countries contributes fundamentally to stability in international trade in animals and animal-related products. This trust is based on two pillars: transparency and good governance.

Veterinary Authorities should comply with their notification obligations with regard to the OIE and the World Trade Organization (WTO) Agreements and make information on their animal health situation and import requirements available to trading partners in a comprehensive and accessible manner.

Good governance and quality of the Veterinary Services is the key to developing this trust on a sound basis. Section 3 of the two OIE Codes (Terrestrial Animal Health Code and Aquatic Animal Health Code) provides recommendations for the establishment, maintenance and evaluation of national Veterinary and Aquatic Animal Health Services, respectively. These standards are intended to help Member Countries to meet their objectives and to establish and maintain confidence in their international animal health certificates.

To ensure the quality of their activities, and thus gain the trust of their partners, Veterinary Services should, at all times, act in an objective manner, be impartial and maintain a consistently high level of integrity.

Veterinary Services should be as transparent as possible in all their governance and technical activities, and they should develop and implement their activities on a scientific basis, incorporating relevant inputs from fields such as risk analysis, epidemiology and economics and social science. Veterinary Services’ personnel should have the relevant qualifications, expertise and experience to give them the competence to make sound professional judgements and should be free from any undue commercial, financial, hierarchical, political or other pressures that might adversely affect their judgement or decisions. Veterinary Services cover complex and complementary chains of responsibilities, documentation and reporting. Therefore, Veterinary Authorities need to define a clear chain of command and good coordination with other government authorities and relevant stakeholders. Good communication to keep relevant interested parties informed in a transparent manner of the development, implementation and results of policies and programmes is essential to ensure participation and compliance.

The continuous development of new information and communication technologies has increased the capacity of Veterinary Services to provide sound support for certification.

The continuous development of new information and communication technologies has increased the capacity of Veterinary Services to provide sound support for certification. Veterinary Services should explore and integrate new technologies to transform the traditional ways of conducting their programmes, as these might increase their capacity and improve quality of the outputs.
Grounded on its standards, notably on Section 3 of the OIE Codes on the Quality of Veterinary Services and Aquatic Animal Health Services, the OIE has developed the OIE Tool for the Evaluation of the Performance of Veterinary Services (PVS Tool). The PVS Tool provides a thorough, benchmarked methodology for the consistent, comprehensive evaluation of Veterinary Services.

Based on this tool, the OIE has developed the PVS Pathway, a capacity-building programme for the sustainable improvement of national Veterinary Services. The PVS Pathway empowers national Veterinary Services by providing them with a comprehensive understanding of their strengths and weaknesses. It provides a useful and robust external perspective that analyses the structure, functioning and performance of a country’s Veterinary Services, highlights strengths and identifies gaps and opportunities for improvements.

Along this process, several reports are provided to the countries involved, and some of these countries make their reports public on the OIE website (https://www.oie.int/en/solidarity/pvs-pathway/):

The PVS Evaluation assesses the extent to which a country’s Veterinary Services comply with OIE standards. For each of the 45 Critical Competencies of the PVS Tool, references to the relevant OIE Standards are provided. In a PVS Evaluation report, countries are assigned a level of advancement between 1 and 5 for each of the Critical Competencies, followed by a written description of strengths and weaknesses, accompanied by evidence and recommendations. Such a structure, with references, provides information on how effectively standards are being implemented in a country across the entire veterinary domain, along with guidance for improvement.

Building on a country’s PVS Evaluation report, a Veterinary Legislation Identification Mission conducts a detailed analysis of the current state of veterinary legislation in that country. The Veterinary Legislation Identification Mission report provides a detailed picture of this, presented in an easily understood manner based on its alignment with relevant OIE standards, and especially with Chapter 3.4. of the Terrestrial Code.

The PVS Gap Analysis is a structured exercise undertaken with the country’s Veterinary Services to determine their priority goals, as well as strategies, activities and a rough estimate of the investments required to achieve these objectives. The PVS Gap Analysis report is chiefly intended as an advocacy tool to be used when applying for national and/or international financial support and it can provide valuable information, as a complement to a PVS Evaluation report, to understand the priorities and strategies planned by a country’s Veterinary Services.

By making these reports available to trading partners or publicly on the OIE website, countries show transparency, facilitate information exchanges and improve understanding by using a common framework based on international standards. This directly results in more fluid negotiations aimed at opening up international markets.
To enable countries to keep themselves informed of trading partners’ animal health situation and define appropriate sanitary measures, the OIE provides several valuable tools:

- **OIE official disease status**

  The OIE has a procedure for officially recognising the animal health status of countries or zones. This procedure is voluntary and currently applies to six diseases: foot and mouth disease (FMD), African horse sickness (AHS), classical swine fever (CSF), contagious bovine pleuropneumonia (CBPP), peste des petits ruminants (PPR) and bovine spongiform encephalopathy (BSE). The official recognition of a country’s disease status by the OIE implies that sufficient evidence has been provided that the country complies with the requirements, as per the Terrestrial Code, to be considered free from a given disease (or, in the case of BSE, for the BSE risk status of the cattle population to be determined), that this evidence has been assessed by internationally recognised experts through a standard and transparent process, and that the final decision has been adopted by the OIE World Assembly of Delegates.

- **The OIE World Animal Health Information System (OIE-WAHIS)**

  OIE-WAHIS is the database that provides the international community with easy and transparent access to details of countries’ current animal health situation, as well as their notification record over the years and other valuable animal health information.

  OIE Members have an obligation to notify the presence or absence of diseases on the list of OIE-notifiable diseases. This list currently includes 117 terrestrial animal diseases, many of which are zoonoses, and 29 aquatic animal diseases.

- **Self-declaration**

  For other OIE-listed diseases, the OIE has also established a system that allows countries to communicate self declaration of disease freedom. This is an open mechanism, under the responsibility of each OIE Member, which decides to share the information supporting a claim of freedom from a given OIE-listed disease (excluding the six diseases subject to official recognition by the OIE), based on the relevant OIE standards.
WTO mechanisms supporting regulatory transparency

Notification of draft sanitary and phytosanitary (SPS) measures

Under the terms of the WTO Agreement on the Application of SPS Measures (SPS Agreement), WTO Members must notify other Members of proposed changes in sanitary regulations if these regulations might affect the trade of other Members. WTO Members must notify new or changed regulations at early stages, allow other Members to comment on the proposed text, and take the comments into account in finalising the regulation. Any international standard relied on in the development of the regulation must be clearly identified in the notification. Similar provisions apply to other non-SPS technical measures under the WTO Agreement on Technical Barriers to Trade (TBT Agreement). These notifications are the responsibility of a National Notification Authority (NNA), which in most cases is not the Veterinary Authority itself. Nevertheless, regulations under the Veterinary Authority mandate are crucial for the international trade of animals and animal products and, consequently, close interaction should exist to ensure these obligations are duly fulfilled.

Publication of procedures for importation, exportation and transit

The WTO Trade Facilitation Agreement (TFA) contains certain provisions that are more detailed than those in the SPS and TBT Agreements. In particular, the TFA specifies that information on procedures for importation, exportation and transit, the forms and documents required and the contact information of its enquiry point(s) should be made available on the internet.

Developing safe trade through a three-phase process

There might be as many ways to organise the process of defining the conditions for trade between countries as there are country-country interactions. Yet, the role and meaningfulness of Veterinary Services in this process are in essence the same despite the procedural differences. Regardless of the differences, these processes should respect the principles in the WTO SPS Agreement and be based on the OIE international Standards.

The certifying authority is ultimately accountable for certification used in international trade and certifying officials should only certify matters that are within their own knowledge at the time of signing the certificate, or that have been separately attested by another independent competent party.

To be able to fulfill this responsibility with due quality, the certifying authority must rely on well-defined national official assurance systems to provide all necessary inputs from along the whole supply chain to support certification.

These national official assurance systems can be defined as the organisational structures, regulations, processes, procedures, responsibilities and resources involved in meeting certification requirements, which should follow general quality control and quality assurance principles.

Taking this into consideration, to analyse the role of the Veterinary Services in the context of international trade, it is proposed to approach it in three phases, each with specific activities to be undertaken by exporting and importing countries:

**Before trade negotiation:** activities related to the definition of national priorities, and to implement appropriate programmes in terms of animal health surveillance, disease prevention, disease control, conditions for movement control and traceability of animals and animal products, and food safety in line with the national priorities, and activities targeting access to international markets.

**During trade negotiation,** divided into three inter-related activities: a ‘commodity risk assessment’, an ‘assessment of the exporting country’s certification capacity’ and, finally, ‘negotiation of the specific sanitary measures and the international veterinary certificate’.

**After negotiation, implementation:** activities in the exporting countries to assure compliance with the agreed terms and certification, and activities in the importing country to verify this compliance and protect from other risks.

### Acting as an exporting country

#### Three-phase process to export and the related links with OIE Standards

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**After negotiation, implementation:** activities in the exporting countries to assure compliance with the agreed terms and certification, and activities in the importing country to verify this compliance and protect from other risks.
When a country is interested in developing access to international markets, the Veterinary Services play a key role in supporting the private sector and other governmental agencies in defining potential commodities to be exported, identifying diseases that could be transmitted through those commodities and putting in place specific surveillance and disease control programmes as well as identification and traceability systems for relevant species and commodities. Ultimately, developing the required national official assurance systems is essential in order to provide trading partners with sufficient guarantees for safe trade to occur.

The OIE provides several valuable tools (OIE-WAHIS, official disease status recognition, self-declarations) that support the Veterinary Authority by providing sound evidence of the national animal health situation. In particular, by acquiring and maintaining an OIE official status, a country may enhance its commercial attractiveness in the eyes of potential or existing importing partners.

In addition, the OIE PVS Pathway can support the Veterinary Authority by providing sound evidence of the quality of its Veterinary Services. Sharing PVS Pathway reports, developed by independent certified experts, can give any trading partner access to valuable information to facilitate the negotiation process.

Ultimately, by maintaining a sound notification record and using the standardised tools provided by the OIE, a country demonstrates transparency and helps to promote animal health and public health worldwide, thereby gaining the trust of its partners and of the international community.
Commodity risk assessment

In general, this part of the process is undertaken primarily by the importing country. Nevertheless, for some commodities, the exporting country’s Veterinary Authority may need to provide information on the definition of the commodity, its processing, or other data necessary to allow for this assessment to be conducted.

Assessment of the exporting country’s certification capacity

Across this part of the process, fluid cooperation is needed between the Veterinary Authorities of the importing and exporting countries. The exporting country’s Veterinary Authority should be able to provide the importing country’s Veterinary Authority with effective information supported by appropriate evidence.

Using the aforementioned OIE tools to support the information provided is key to basing these exchanges on international standards and simplifying communications, thereby avoiding the frequent misuse of resources, in both importing and exporting countries, spent in the exchange of endless questionnaires or potentially unnecessary field visits, aimed only at gathering information that could be easily obtained from these publicly available sources.

The evaluation of the Veterinary Services and details of surveillance and disease control programmes and any other programme supporting the country’s animal health status, such as zoning and compartmentalisation systems, are important inputs for assessing the likelihood of hazards being present in the animal population of an exporting country, and thus a key part of the risk analysis process.

The exporting country’s Veterinary Services must demonstrate the quality and the results of the programmes or measures being assessed. In accordance with WTO principles, even if these differ from those implemented by the importing country or by other countries trading in the same commodity, the Importing country’s Veterinary Authority should accept them as equivalent if they achieve the appropriate level of sanitary protection.

Negotiation of sanitary measures and the international veterinary certificate

Based on the commodity risk assessment and the conclusions of the assessment of the exporting country’s certification capacity, the Veterinary Authority of an importing country should be able to define the best measures to appropriately manage the risks associated with the importation of a given commodity from a specific exporting country.

An exporting country’s Veterinary Authority can request an importing country to review the requirements proposed, based on the OIE standards, available scientific evidence and the WTO SPS principles. If need be, it may have to provide additional information to support its request for a review. The exporting country’s Veterinary Authority should be able to analyse and discuss the justification provided by the importing country for the measures requested.
Once an international veterinary or health certificate has been agreed, trade opportunities can be pursued by the private operators and concrete business operations can occur. These certificates are usually part of broader bilateral agreements where other conditions or specific descriptions of associated processes are included. The Veterinary Services play an essential role in allowing for this trade to be successfully achieved and sustained over time.

The exporting country’s Veterinary Services should continue implementing the agreed programmes, processes and controls, in a consistent and sustained manner. These programmes, as well as any sanitary measure or condition included in the certificate, should be subject to thorough official supervision and control. In the event of these programmes not being directly managed by the Veterinary Authority, adequate mechanisms should be in place with other competent parties for the certifying veterinarian to have the proper documented support at the time of signature. Ethics and conduct of certifying veterinarians should be respected and safeguarded.

When trading live animals, the exporting country’s Veterinary Services will normally need to assure compliance with the necessary isolation periods and testing requirements. This implies the existence, maintenance and control of quarantine establishments and diagnostic capacities. The availability and funding of these types of resources, as directly linked to economic prospects for the private sector, provides a great opportunity for the development of public–private partnerships.

The Veterinary Authority’s official control over programmes related to export certification should also include permanent oversight and monitoring of different components of the certification chain, including delegated service providers and private business operators or producers. The Veterinary Services should record and correct any non compliance detected.

The exporting country’s Veterinary Services should maintain a comprehensive surveillance system providing high confidence in their capacity to detect any change in the animal health status quickly, and they should maintain regular notification to the OIE of their animal health information. Any change in the animal health status in an exporting country should result in a rapid evaluation of impacted international veterinary certificates, including any recently issued. The obligations of importing and exporting countries in these circumstances are clearly described in Chapter 5.1. of the OIE Codes.
In accordance with national priorities, the Veterinary Services define and develop their core policies and programmes in terms of animal health surveillance, disease prevention, disease control and conditions for movement control and traceability of animals and animal products. These core activities define the animal health situation of the country and thus condition the required level of sanitary protection for trade activities.
Commodity risk assessment

The overall objective of this activity is for Veterinary Authorities to identify the best measures to appropriately manage the risks associated with the importation of a given commodity and to ensure that a balance is achieved between a country’s desire to minimise the likelihood of disease incursions, and its desire to import commodities and fulfil its obligations under international trade agreements.

To identify the appropriate sanitary measures required to manage these risks, the country’s Veterinary Authority should first identify the pathogenic agents that could potentially produce adverse consequences associated with the importation of the commodity being considered.

Once the relevant pathogenic agents have been identified, the Veterinary Authority of the importing country should identify whether each of those pathogenic agents is already present in the importing country, and to consider which of them are notifiable or subject to official control programmes in the said country. In compliance with the WTO SPS Agreement’s principles, if the pathogenic agent is already present in an importing country and is not subject to official control programmes, no sanitary measures referring to that specific disease should be requested, regardless of the status of the exporting country or zone of origin.

For the remaining pathogenic agents identified as potentially associated with the commodity being considered, which are absent in the importing country or are subject to official control programmes, the Veterinary Authority of the importing country should consider the definition of specific sanitary measures. To this end, the Veterinary Authority should check whether relevant disease-specific chapters exist in the appropriate OIE Code.

Before analysing the specific measures to be prescribed, the Veterinary Authority of the importing country should consider the nature of the commodity to be traded. If the evidence demonstrates that a given pathogenic agent is not present in the commodity to be traded in an amount able to cause infection, either due to its absence in the tissues from which the commodity is derived or due to its inactivation by the standard processing applied to produce it, then no sanitary measures referring to the specific disease should be requested, regardless of the animal health status of the commodity’s place of origin. In many disease-specific chapters of the Terrestrial Code, a specific article provides a list of such commodities, defined as “safe commodities”.

If the commodity should be subject to specific sanitary measures to manage the associated disease risks, the Veterinary Authority of the importing country should use the specific recommendations provided in the relevant disease-specific chapter of the appropriate OIE Code. A second alternative would be for the Veterinary Authority to conduct a full risk assessment before deciding to implement measures different from OIE standards to address the risks. Following the principles of the WTO SPS Agreement, these measures should always be justified by scientific evidence and ensure that negative effects on trade are minimised.
Assessment of the exporting country’s certification capacity

Once the risks associated with a given commodity have been considered, and the Veterinary Services of the importing country have identified the sanitary measures that would be required to provide an appropriate level of protection of human or animal life or health in their country, the importing country’s Veterinary Services will need to assess the national official assurance systems and the certification capacity of the exporting country’s Veterinary Services before defining the specific measures that should be applied to trade from a specific origin.

Initially, the Veterinary Authority of an importing country should consider the animal health situation in the exporting country and, in particular, whether the diseases that could be related to the commodity being traded are present or not. If any are present, the specific animal health status and the relevant surveillance and disease control programmes in the exporting country should be studied.

The evaluation process may be documentary or involve on-site visits and could cover the whole or part of the exporting country or its Veterinary Services, depending on the evaluation’s objectives. Across this part of the process, fluid cooperation between the Veterinary Authorities of the importing and exporting countries is needed.

The OIE provides several valuable tools that support Veterinary Authorities for this step. Firstly, OIE-WAHIS provides public, easy and transparent access to countries’ current and past animal health situation, as well as to their notification record over the years and other valuable animal health information. Veterinary Services should use this as the main source to be informed of trading partners’ animal health situation. Secondly, the OIE officially recognises the animal health status of countries or zones for six diseases, and has also established a system allowing countries to communicate self-declaration of disease freedom for the rest of the OIE-listed diseases. Besides the specific animal health considerations, an evaluation of the overall performance of an exporting country’s Veterinary Services, based in their compliance with OIE international standards, is a crucial step, as it is a determinant factor in understanding and judging the quality and results of their programmes and activities. This kind of evaluation should cover the following aspects: the exporting Veterinary Services’ structure and organisation; the human, physical and financial resources available; the Veterinary Services’ technical capacities; and the roles, responsibilities and interaction of the different stakeholders and government authorities. The Veterinary Authorities of an importing country should also undertake a careful assessment of the exporting country’s key legislation supporting the national official assurance systems and their certification process, with emphasis on its harmonisation with international standards.

The use of the PVS reports, developed by independent certified experts, can facilitate this assessment by the importing country. Using the standardised tools provided by the OIE can help the Veterinary Services to base these exchanges on international standards and simplify communications, thereby avoiding the frequent misuse of resources, in both importing and exporting countries, spent in the exchange of endless questionnaires or potentially unnecessary field visits, aimed only at gathering information that could be easily obtained from these publicly available sources.

In accordance with the principles of the WTO SPS Agreement, the Veterinary Authority of an importing country, when assessing the specific programmes or sanitary measures applied by an exporting country, should take a result-oriented approach, acknowledging that even if these programmes or measures differ from their own or from those used by other countries trading in the same product, they should be accepted as equivalent if the exporting country’s Veterinary Services objectively demonstrate that they achieve the appropriate level of sanitary protection. The importing country’s Veterinary Authority should also recognise different subpopulations within the exporting country, if the Veterinary Services of that country are able to explain the basis for claiming a specific animal health status for a given zone or compartment under consideration.
Negotiation of sanitary measures and the international veterinary certificate

Based on the commodity risk assessment and the conclusions of the assessment of the exporting country’s certification capacity, the Veterinary Authority of an importing country should be able to define the best measures to appropriately manage the risks associated with the importation of a given commodity from the exporting country. In accordance with the principles of the WTO SPS Agreement, these measures must be based on OIE standards and must not unjustifiably discriminate between countries where identical or similar conditions prevail, and they must not be applied in a manner that would constitute a disguised restriction on international trade.

The Veterinary Services of the importing countries should implement clear procedures to systematically control imports. This control can be organised in many ways, can include controls at the point of entry, during transportation and at destination, and should comprise effective partnerships with the national customs authority and other relevant agencies. These controls should confirm the integrity of the consignment and its compliance with the documentary requirements at the moment of entry in the country, verify its contents, and can also include additional sanitary controls before its final internalisation in the country. When trading live animals, importing countries may also need to establish and apply effective quarantine and testing procedures. If any non-compliance with the agreed conditions is detected, the Veterinary Authority of the exporting country should be informed immediately, and explanations or corrective measures could be requested.

Importing countries’ Veterinary Authorities should also monitor the exporting country’s certification programmes through agreed exchanges of information and eventual on-site inspections.
Maintaining safety of trade in the case of disease

Whenever an important epidemiological event occurs in a country, the Veterinary Authority must inform the OIE by sending an immediate notification through OIE-WAHIS; it can also notify its trading partners directly. Maintaining good and open communications is the best strategy to minimise the impact of any sanitary crisis on confidence between trading partners.

The Veterinary Services should be prepared and should respond rapidly in the case of a disease outbreak and should be able to deploy effective measures to contain and eradicate the outbreak as soon as possible, thereby minimising its impact on the country’s animal health status and consequently on trade. The OIE Terrestrial Code includes specific recommendations for the establishment of containment zones (Chapter 4.4.), a specific zoning strategy to minimise the impact of disease outbreaks in a country or zone previously free from a disease.

Bilateral agreements can also include provisions for potential recognition of zoning or compartmentalisation arrangements within an importing country in the case of disease occurrence, to reduce the disruption of trade and to limit the resulting economic impact. This recognition process is best implemented by gaining agreement on the necessary measures before the occurrence of an outbreak.

Likewise, the Veterinary Services of an importing country should ensure that the country’s surveillance systems are capable of quickly detecting any change in animal health status and determine if it could be related to an imported commodity or import operation. In such a case, the Veterinary Authority of the importing country should notify the exporting country to enable an investigation to be made. In terms of notification, both countries are bound by the same notification obligations to the OIE.
In addition to the specific matters described along the process to achieve successful trade, several factors interact at national, regional and international level to set and develop an enabling environment for countries’ Veterinary Services to play their respective roles and achieve more effective and sustainable cooperation towards developing and maintaining safe trade of animals and animal products.

**NATIONAL**
- Adequate legal framework
- Good regulatory practices:
  - Implementation of OIE Standards
  - Evaluation and review of national legislation in line with OIE standards updates,
  - Publication of import requirements
- Stakeholders Consultation
- Public Private Partnerships
- Implementation of new technologies

**BILATERAL**
- Fluid communication between Veterinary Authorities, especially in case of non-compliances
- Progressive development of mutual recognition

**REGIONAL**
- Harmonisation of legislation and implementation processes
- Regional trade agreements

**INTERNATIONAL**
- Respect of multilateral agreements and mechanisms
- Transparency: Notification to WTO and OIE
- Active participation in OIE Standard setting process.
References


