



FINAL REPORT

Animal Welfare Dilemma of a Market Breakdown Workshop

March 13, 2013



Agriculture and
Agri-Food Canada

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Agroalimentaire Canada

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A livestock market interruption for any reason could potentially leave Canada vulnerable to serious animal welfare challenges. On March 13, 2013 the National Farm Animal Care Council (NFACC) hosted a workshop to initiate discussions among key stakeholders about the animal welfare concerns that would arise in the event of a livestock market breakdown in Canada. The workshop was intended as a first step toward creating a Canadian system that will responsibly and credibly address animal welfare in a market breakdown situation. Invitations for the workshop were extended to stakeholders considered to have a vested interest, either because they have authority relating to this matter, or because they represent a sector that is likely to experience significant impacts in the event of a market breakdown. (See Appendix 1 for listing of participants)

Discussions

As part of the opening introductions participants were asked to pick a word that described how they felt about the task of creating a system to address the animal welfare concerns (See Appendix 2 for listing of introductory words). The general theme from the responses can be summarized as follows:

The topic is overwhelming because it is so complex; there have been progressive strides in some areas, so there is reason to be hopeful. It will need to be a step-by-step process and will require financial resources, communication, and partnership. It is frustrating because everyone knows and talks about the vulnerability and challenges, but action is limited and still no dedicated resources are in place to work toward developing a system.

This was a challenging discussion to work through. Both the issue and an effective system to deal with the animal welfare concerns are very complex and highly variable depending on the cause and scope of the breakdown and the success of early control measures. This variability made it difficult to think about activities in a general scope without a specific scenario.

A key message from the discussions was that a clear understanding of the system among all involved is going to be critical to both the successful development of a system and to effective action in the event of a market breakdown. The group all agreed that fostering this understanding is a daunting task.

Aspects identified to help create a clear understanding of the system included:

- overall coordination of the system; there needs to be a mechanism or organization to facilitate the coordination of the system and keep all components “green”.
- governance; clearly defined roles and responsibilities will be imperative to establishing the system and engaging the system when needed; clarity around roles and responsibilities, including support roles, is required for the command centre and day to day activities, and for those tasked with forward thinking and planning as a situation evolves.
- planning and communication; A variety of types and levels of communication will be essential both for the creation of the system and in the event of a market break down.

Contingency plans at all levels, from the individual farm level through to the federal level, need to be developed and tested on a routine basis so they are current and work in concert with each other. Plans need to be developed by looking at multiple scenarios of different scopes to help define the various aspects each should include. From a planning perspective, one item that was raised by the group is the need to establish an information hub that can hold all relevant information, such as information on lessons learned (from simulations, false alarms, and real incidents), contingency plans and planning templates appropriate for all the various levels, etc. If there are sectors or levels where contingency planning templates aren’t available, this should be identified and one created for sector members to use as a starting point for developing their plans. There is a need, as part of the planning process, to identify leaders to bring the stakeholders together to create momentum for establishing this system.

Based on the critical activities identified, the group also discussed the capabilities, linkages, and authorities that would be required for this system; what barriers exist currently to developing such a system; and what gaps currently exist within Canada with respect to developing that system. The outcomes from these discussions are listed in Appendices 4 – 7 respectively. In some cases the capabilities needed were also identified as current gaps or barriers. For the most part these components directly related to the activities identified above, coordination, governance, and planning and communication. The lack of effective communication channels and dedicated resources were deemed to be among the most significant barriers and gaps in being able to create a system.

One common theme identified during the discussion was that the system, and all its components, needs to be robust to stay alive. We have to encourage “social license” in animal agriculture through practices and trust so when an incident strikes, society believes and trusts in our expertise and plans to deal with animal welfare as effectively and as ethically as possible.

Recognizing that a one-day discussion can’t begin to resolve this daunting issue, the final discussion for the day focussed on what could be done following this meeting. The group was tasked with identifying reasonable next steps to keep some momentum going on this initiative.

The full listing from the next steps discussion is listed in Appendix 8; but the tangible items that could reasonably follow from the day’s discussions included:

- Raising the profile of animal welfare in a market breakdown
 - Circulate outcomes from this meeting
 - Facilitate discussions between provinces
 - Facilitate discussions with major industry players
- Ensure final report from this workshop is distributed to the Livestock Market Interruption Strategy (LMIS) Steering Committee:
 - Animal welfare in a market breakdown should be a chapter of LMIS
 - Provide them this information for prioritizing animal welfare activities
- Initiate development of national inventory for skills, equipment and resources that would be required to address such an animal welfare concern. (Establish the baseline of what currently exists and where, and then work to keep it green as we move forward)
- Collect intelligence
 - Establish an information HUB to serve as a central depot for storing related information, including:
 - Plans that exist in Canada
 - Plans from outside Canada
 - Testing, simulation events that have been completed and the results/lessons learned
 - Action plan to sustain simulations (plans need to be tested to maintain currency and they need to be tested under a variety of scenarios and adjusted as needed)
 - This requires dedicated resources to establish the HUB and maintain the networks and contacts to ensure the HUB is a current and accurate depot for information.

APPENDIX 1: Participant List

	Name	Organization	Position Title
1	Dr. Jim Clark	Canadian Food Inspection Agency (CFIA)	National Manager, Animal Welfare, Biosecurity and Assurance Programs
2	Rory McAlpine	Maple Leaf Foods	Vice-President, Government & Industry Relations
3	Dr. Peter Buck	Public Health Agency of Canada	Project Lead on Biosecurity
4	Robert Harding	Canadian Swine Health Board (CSHB)	Executive Director
5	Ryder Lee	Canadian Cattlemen's Association	Manager Federal Provincial Relations
6	Lisa Wellman-Patterson	Agriculture Agri-Food Canada	Deputy Director Market & Industry Services Branch
7	Donald Boucher	Agriculture Agri-Food Canada	Chief - Livestock Policy
8	Bonnie Bishop	Ontario SPCA	Inspector
9	Martin Pelletier	Consultant	Coordinator Emergency Management Plan of the Quebec Pork Industry
10	Dr. Paul Kitching	British Columbia Ministry of Agriculture	Chief Provincial Veterinary Officer for BC (<i>recently retired</i>)
11	Jeff Hill	Alberta Agriculture	
12	Dr. Dale Douma	Manitoba Agriculture, Food and Rural Initiatives	Animal Health and Welfare Office of the Chief Veterinarian
13	Dr. Ed Empringham	Canadian Animal Health Coalition	Project Manager
14	Jackie Wepruk	National Farm Animal Care Council	General Manager

APPENDIX 2: Introductory Words

Table 1: Introductory words use by participants to describe how they felt about the task at hand

• <i>Curious</i>	• <i>At risk (back to business)</i>	• <i>Planning and preparedness</i>
• <i>Overwhelming</i>	• <i>Communication (who, how and now)</i>	• <i>Daunting</i>
• <i>Very concerned (good plans end up in the trash can when it happens)</i>	• <i>Hopeful/Optimistic with a tinge of pessimism with respect to resources</i>	• <i>Frustrated (10+ years of talk; very little actually on hand to help in a situation)</i>
• <i>Incremental & hopeful</i>	• <i>Doable</i>	• <i>Complex (so many impacts of every decision)</i>
• <i>Connection</i>	• <i>Partnership (will fail without partnership in the field)</i>	• <i>Tools to effectively and efficiently address a situation</i>
• <i>Plan and decision (how to deal with)</i>	• <i>Scope of AW dilemma is fundamentally driven by scope which is driven by control activities</i>	

APPENDIX 3: CRITICAL ACTIVITIES DISCUSSION

COORDINATION

- How it fits together overall

GOVERNANCE

- Clearly defined role and responsibilities
- Who are the decision makers
- Industry leaders
 - Decision making time (who decides, on what time frames, etc.)
- Command centre
- Day to day forward thinking
- Who provides support

CONTINGENCY PLANS

- Farm-federal government
- Scenarios:
 1. Multiple scenarios (different causes, scopes, regions, and successes of control measures)
 2. Practice
 3. Multi stakeholder
- To identify roles and responsibilities
- Hub that holds info we have collected on lessons learned
- Identify leadership to bring stakeholders together
- Emergency management template as starting point for plans

COMMUNICATIONS

- Networking
- Who to call
- How to do approach consumers
- Who does it
- How to communicate with consumers
- Pre-emptive media reactions
- Communication preparedness
 - Sales: sell ideas and solutions
 - Media training

RESEARCH

- E.g. new technologies (*like slaughter equipment, or killing processes*), diagnostic techniques, vaccines, etc.

HUMANELY DESTROY LARGE NUMBER OF ANIMALS

RAPID DIAGNOSIS

HUMANELY CARE FOR AND FEED ALL ANIMALS THAT DO NOT NEED TO BE KILLED

MENTAL HEALTH SERVICES

- Those involved in dealing with the situation
- Producers

RECOVERY PLAN

- Compensation
 - Funds and timelines

CHANGE LEGISLATION FOR ANIMAL DISEASE AND WELFARE

- Currently, many animal welfare concerns related to a FAD disease outbreak or market interruption represent a non-mandated emergency; CFIA does not have legislative authority.

ENGAGING TRADING PARTNERS AND INTERNATIONAL BODIES

- Restoring exportability
- Managing exportability
 - Zoning etc.

APPENDIX 4: CAPABILITIES

HUMAN RESOURCES

- Competencies (what will be needed, what do we have)
 - Training and development (how do we develop what we need and ensure currency)

FINANCIAL RESOURCES AVAILABLE

INVENTORY

- People/skills
- Equipment
- Resources
- Resources to manage and keep current
- Private company involvement

MEDIA TRAINING FOR KEY PEOPLE

LEADERSHIP

- Support
- Facilitation

EFFECTIVE AND INCLUSIVE COMMUNICATIONS

AWARENESS OF, ADOPTION OF, AND ACCESS TO TECHNOLOGY (slaughter equipment)

MENTAL HEALTH SERVICES

PROGRAM PREDICTABILITY

- Knowledge/awareness
- Consistency within

POLITICAL WILL

- Policy to cover this, buy-in, and support from government
 - Ability to move resources
 - Maintenance
- Agreement on need to move forward for all stakeholders
- Anticipation of all players
 - Other government agencies
 - Tourism
- Participatory approach

APPENDIX 5: LINKAGES AND AUTHORITIES

FEDERALLY REPORTABLE DISEASE

- CFIA is the lead
- Area of concern (relative to the outbreak)
- Restrictions (animal/supply movement restrictions because of outbreak)

WELFARE - NOT UNDER FEDERAL JURISDICTION

- Provincial/municipal for on-farm

PUBLIC HEALTH AND ANIMAL HEALTH

- All levels

ENGAGEMENT

- Municipal level
- Understanding legal authorities
 - Engage justice and legal department to indicate limits of authority in the legislation and regulations
 - Regulators clearly know limits/authority
 - Public needs to know
 - Police
 - Aboriginal land
 - Wildlife
 - considerations around the wildlife/domestic animal interface when conflicts arise

INTER-PROVINCIAL INTERACTION FOR ENFORCEMENT (Consistency)

ENFORCEMENT

- Restriction and regulatory
- Slaughter inspection

FORM LINKAGES TO STANDARD ORGANIZATIONS

UNDERSTANDING WHO ARE THE STAKEHOLDERS AND MAKING SURE THEY ARE LINKED IN

- Back yard flocks
- Industry groups

PROVINCIAL VARIATION

- Authorities
- Resources
- Regulations
- Sharing of resources

RAISING AWARENESS

- Exercising plans and activities that would need to be done
- Commodity group
 - Emergency communication plans
(regular exercising of them)

SOCIAL LICENSE

- Media relations
- Trust
- Establish credibility in media
 - Who does it?
 - How often?
 - Anticipate so have right person at right time with right message

APPENDIX 6: BARRIERS

ECONOMICS

- Rational decisions and animal care (e.g. feed animals even though have no value, etc.)
- Not able to make decisions (producers may not have the ability to get feed delivered)

COOPERATION OF AFFECTED INDIVIDUALS

- Emotional
- Compensation

LACK OF CHANNELS AND ABILITY TO SLAUGHTER ANIMALS

CONTRACTUAL AGREEMENTS

- Counter to plan (e.g. contracts may indicate that processors don't have to accept animals in market breakdown situation; leads to loss of avenue to slaughter the animals)

SOCIAL CAUSE ACTION GROUPS

- when incomplete or inaccurate information undermines decision making

COMFORT OF LACK OF CRISIS (COMPLACENCY)

UNCERTAINTY

- Lack of clarity of outcomes makes planning tough

HORIZONTAL COORDINATION IS TOUGH

FINANCIAL CONSTRAINTS

- government doesn't have endless funding
- Prioritize

VULNERABILITY TO MARKET BREAKDOWN

- E.g. Difficulties of international trade
 - Distinct and competing priorities
 - Fragmentation (political)
 - Be prepared

APPENDIX 7: GAPS

UNIFORMITY OF LEGISLATIVE AUTHORITIES

FINANCIAL RESOURCE COMMITMENT

LEVEL OF IMPORTANCE OF BORDER CLOSURE TO DIFFERENT INDUSTRIES

LINKAGES BETWEEN DIFFERENT GROUPS

REPOSITORY FOR KNOWLEDGE AND INVENTORY

VARIATION BY COMMODITY FOR KILLING METHOD AVAILABILITY (e.g. poultry vs. pigs)

APPENDIX 8: NEXT STEPS

RAISE PROFILE OF ANIMAL WELFARE IN MARKET BREAKDOWN

- Circulate outcomes from this meeting
- Facilitating discussions between provinces
- Facilitating discussions with major industry players

FINAL REPORT TO LIVESTOCK MARKET INTERRUPTION STRATEGY (LMIS)

- This should be a chapter of LMIS
- Provide them this information for prioritizing animal welfare activities

DEVELOPING INVENTORY

- Skills
- Equipment
- Resources

COLLECT INTELLIGENCE

- Start on establishing information HUB
 - Plans within Canada
 - Plans from outside Canada
 - Testing and simulation events and results
 - Action plan to sustain simulations
 - Requires dedicated resources

SEND MESSAGE THAT NATIONAL ORGANIZATION NEEDED

- Need national organization identified to carry this forward
 - Coordinating body to seek buy and gain momentum

ENCOURAGE COMPENSATION

- What are the options?
 - Who, how
 - Industry self-insurance

COORDINATOR ROLE TO OVERSEE PLANNING EXERCISES