

For a Task Force, this tool could be used in many ways to prompt discussion. Most likely, it should be used in ways to illustrate very specific food and food safety policies, as its utility increases the more precise the Task Force can be. The Task Force could:

- brainstorm on relatively focused policy areas (e.g. “macro-economic policies affecting food security”; “public investment policies influencing the agricultural sector,” etc.) that have had, do, or will have a strong bearing on national food and food safety issues.
- per policy area, brainstorm the key political, economic, social, state and international actors. This can tie into some of the stakeholder analysis work already done, and may further reflect the discussed primary, secondary and key categories of stakeholders.
- determine how great a priority (low, medium, high) this policy area is for each stakeholder.
- analyze the individual stakeholder’s reasons for influencing (or not influencing) policy in this area.
- identify each stakeholder’s resources for actually influencing the policy area. This can stretch from financial to human resources to votes and personal connections.
- following all of this, determine the degree of actual influence each stakeholder has in the policy area.
- discuss and decide upon the real and potential alliances among the stakeholders.

Following this discussion, the Task Force may arrange the data visually by filling in the following table:

<i>Stakeholders</i>	<i>Priority per policy area</i>	<i>Stakeholder reasons for policy influence</i>	<i>Stakeholder resources for policy influence</i>	<i>Degree of influence in policy area</i>	<i>Actual vs potential alliances</i>

As with many of the other tools in this manual, a synthesis providing observations, recommendations and/or conclusions would add tremendous value here.

5.3 Network Analyses

An emerging type of analysis particularly helpful in understanding policy and the pathways towards policy influence comes through network analyses. While a relatively new approach, the potential of network analyses to radically alter what is known about the policy process – how and why policy events happen – and how change occurs, is extremely promising. Like the Policy Process Matrix described above, network analyses envision policy, policy reform and policy pathways through the networks of individuals and institutions (both formal and informal) that ultimately support them, create them, fight them, and so on.

Networks are comprised of nodes (individuals and institutions) connected by various relationships (e.g. a shared interest, a formal memorandum of understanding, a contractual obligation), and bounded by one or more variables (e.g. time, geography, membership etc.) in

many different configurations. A *policy network* is comprised very simply of those individuals and institutions active in a particular policy sector, with the network relatively – though in most societies not completely – closed in order to facilitate discussion on how best to share resources. A *social network* focuses more on the interpersonal connections between individuals and how their relationships grow in terms of direction, concordance, intensity, duration and vitality.²² As Lewis (2005) comments, in order to understand influence – policy or other – analysts must see influence as arising from the connections among individuals. “Mapping social networks of interpersonal ties allows the analyst to generate a detailed picture based on individual connections, which adds to the more formal inter-organisational relationships that constitute policy networks. By examining who is connected to whom, it is possible to see who has access to resources and who exercises control within a network. This can be based on competition, or on collaboration and trust, or simply who has the most similar personal characteristics.”

Rapid Policy Network Mapping

As discussed in Bainbridge, Potts and O’Higgins (2011), this newly developed tool allows groups to take a quick yet deep “snapshot” concerning the development and implementation of policy in any given sector. Used initially in environmental policy, this method “delivers an insight to both technical and non-technical users into the lifecycle, relationships and dependencies of policy development. The method was applied to the Marine Strategy Framework Directive and the Water Framework Directive in the UK. These two case studies highlight the environmental policy challenges to protect the UK’s marine coastal environment. They identify differences in the styles of policy implementation between the devolved authorities of the UK. Rapid Policy Network Mapping provides an opportunity to create a collaborative policy data environment with a relatively small investment. As a tool for civil society it should assist in their ability to understand and influence policy-making and implementation.” For more information, visit [this link](#) or download the author’s [open-access paper](#).

To create a network analysis or a network map – concerning either a policy network or a social network – the Task Force may wish to consider the following steps:

- defining the network to be analyzed and mapped. This definitional stage could see networks defined using very tight parameters (e.g. those individuals and institutions charged with regulating food industry safety standards) or very wide ones (e.g. all actors involved in national policy processes around food safety). Background information from brainstorming, key informant analysis, literature reviews etc. can work to clarify the relationships, links, flows (e.g. of resources, influence etc.) and boundaries. An Expert Witness Panel could also provide important data at this stage.
- following this, the Task Force should begin its analysis of the network. “It is important to assess the location or ‘centrality’ of the actors/entities within the networks. This location can help establish the importance, or prominence, of actors/entities in the network and can be different from the location in a hierarchy or organizational chart. Three important network measures are ‘degree centrality,’ ‘betweenness centrality,’ and ‘closeness centrality’. Degree centrality measures network activity through the number of direct connections a node has. Nodes with the most direct connections to others are ‘connectors’ or ‘hubs’. It is important to examine where those connections lead and how they connect nodes that would otherwise be unconnected in addition to the number of direct connections.

²² For more on this dense and complex topic, see Merrill et al 2008; The World Bank 2007; Wholey, Gregg and Moscovice 2009; and Provan, Fish and Sydow 2007.

Betweenness centrality assesses where nodes are in terms of others. Nodes with high “betweenness” have a high level of influence over what flows in a network. They might have a powerful role in the network but could also be an important weakness if they fail, cutting off flows between other nodes. Closeness centrality measures the degree to which the pattern of direct and indirect links enables a node to access all the other nodes in a network quickly. Nodes with high “closeness” have short paths to all others and can often be in good positions to monitor flows within networks and to know what is happening

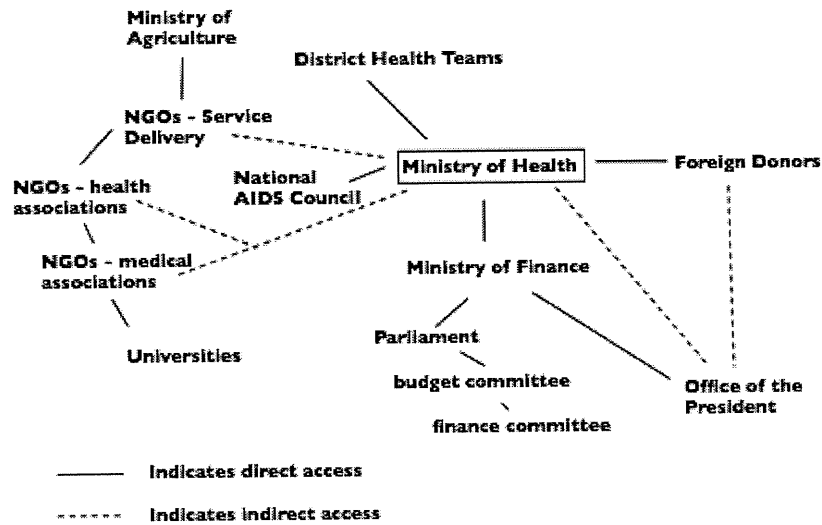


Diagram 10: Example of a simple completed Policy Network Map

within networks.” (World Bank 2007).

- developments from the analysis could include an understanding of new policy pathways; could reveal new modes of influence among actors; and could lead to new approaches to evaluate either the network as a whole or specific elements of it.²³

²³ Diagram 10 reproduced from the Research Matters’ Knowledge Translation Toolkit. 2008. [Available online.](#)

5.6 Synthesis

Regardless of the tools used for this section, the Task Force must complete its national policy process analysis by producing a synthesis document. This is not a document designed for publication, but rather a comprehensive reflection of the process of undertaking a national policy process analysis. It should specify:

- the approach the Task Force took to the national policy process analysis
- the tools that were used in completing this analysis
- the broad results from the tools (e.g. definitions; ways and means of positioning foodborne disease-burden data as a comprehensive input into national policy-making; network diagrams, histories, photographs of the brainstorming charts, etc.)
- an analytic section putting this analysis into context: what it means for the Task Force moving forward; some of the direct implications for the Task Force's possible interactions with specific stakeholders on specific issues, etc.
- and lastly, the synthesis should indicate some of the lessons learnt during this process of analyzing national policy processes, with specific reference to how it could be improved. If another Task Force were to embark on the same exercise, what advice should they heed? What three things should the next Task Force do differently or more of?

6.0 Conclusions

Following the conduct of all three analyses, the Task Force may wish to convene once more to review the accomplishments, challenges, and lessons learnt during the process. There may be need to review progress, to assess harmonies and discrepancies among the different tools and analyses, and most of all, to generate recommendations about the way forward. As stated in the introduction, *these analyses are designed above all to complement the accompanying country-based burden of foodborne disease studies, working to position these studies as comprehensive inputs to the wider policy-making processes within countries, regions and globally.*

While this manual cannot provide concrete guidance on how the results of these analyses can identify opportunities to use evidence or burden of disease data at the national level – as these opportunities will be entirely context specific – the Task Force should convene one last time to discuss these opportunities. Given the results of each analysis individually, and of all three taken collectively, how might research evidence or burden of disease data increasingly inform policy discussions? In what precise ways might the foodborne disease studies become very real policy inputs? Who and what needs to be involved – how, when and why? – to ensure that evidence robustly informs a country's response to food and food safety issues? These are critical questions that should in many ways frame the activities of the Task Force. Their answers are the true terminus for its operations.

Before its dissolution, the Task Force may also decide how it wishes to proceed in terms of finalizing the required outputs. Who will write the peer-reviewed document synthesizing these three analyses, and assessing how stakeholders, structures and processes may support or impede changes towards evidence-informed policy and practice in food safety at the national level? Who will take the lead on devising a national-level strategy positioning foodborne disease-burden data as a comprehensive input into national policy-making? Who will finalize the synthesis documents from each analysis? And finally, the Task Force should designate one or more of its

members to lead the production of the evaluative reports reflecting experience, data and recommendations arising from the conduct of these situation analyses to better assist the programme's eventual scale up across all WHO regions.

Finally, the Task Force may wish to use several evaluative tools to gauge its performance, and to provide further data and guidance for its final report. Such tools include After Action Reviews, Appreciative Inquiry, Most Significant Question and others.²⁴

6.1 Final Evaluative Reports

Each Task Force may wish to report final results in its own format, and to its own level of detail. Aside from any peer-review paper or strategy document, this manual recommends the creation of final evaluative reports to reflect the Task Force's experience, data and recommendations. These will capture the work of the Task Force both for its own records and to contribute to the global knowledge base to better assist the programme's eventual scale up across all WHO regions.

Major sections for such a final evaluative report could include:

- background: what, in broad terms, the Task Force set out to accomplish.
- Task Force background: how it was created, who sat upon it, how it functioned, types of dialogue modalities used, facilitation etc.
- situation analysis background: an overview of the three analyses, along with some key recommendations and conclusions connecting the three analyses.
- situation analysis 1: which tools were used for the stakeholder analysis, a summary of what each tool added, and some overarching conclusions. This section may reflect some or all of the synthesis work as outlined in Sections 3.8, 4.6 and 5.6.
- situation analysis 2: which tools were used for the political context analysis, a summary of what each tool added, and some overarching conclusions. This section may reflect some or all of the synthesis work as outlined in Sections 3.8, 4.6 and 5.6.
- situation analysis 3: which tools were used for the national policy analysis, a summary of what each tool added, and some overarching conclusions. This section may reflect some or all of the synthesis work as outlined in Sections 3.8, 4.6 and 5.6.
- conclusions and recommendations on the analyses: the final word of the Task Force in moving forward, including evidence-informed opinion on how burden of disease data can increasingly become a viable policy input. *Who and what needs to be involved – how, when and why? – to ensure that evidence robustly informs a country's response to food and food safety issues?*
- conclusions and recommendations on the situation analysis process: what worked well in the process? What less so? What guidance can be provided for Task Forces in other countries or contexts? What could be done differently or better next time?

7.0 Glossary

In this section, find some definitions that have been tailored to this situation analysis work. Task Forces should review these definitions to air and clarify any differences, disagreements, or additions to these terms. Additional information on these terms can be found in the resources found in *Section Eight* below.

²⁴ For more information on these evaluative tools, see the Research Matters' Knowledge Translation Toolkit. 2008. [Available online](#)

□ **concept mapping**: a participatory tool that fuses organized brainstorming with statistical analysis that may then initiate more refined brainstorming or deeper dialogue (Novak and Cañas 2008; National Cancer Institute 2007).

□ **deliberative dialogue**: a process of collective and procedural discussion where an inclusive and representative set of stakeholders consider facts from multiple perspectives, converse with one another to think critically about options, and through reasoned argument refine and enlarge their perspectives, opinions and understandings.²⁵ A deliberative dialogue creates joint meaning and shared understanding (Franco 2006), a unique and effective “problem-structuring tool” (McDonald, Bammer and Deane 2009) that represents the “soul” of democracy itself (Dryzek 2000).

□ **institutions**: either formal (e.g. an entity governed by rules, regulations etc) or informal in the sense of traditions, customs and social norms. Of particular relevance here are the “informal norms that underpin social hierarchies, create and perpetuate power structures and generate reciprocal obligations. In settings where formal institutions are weakly embedded and enforced, informal norms often explain how things really get done” (DFID 2009).

□ **policy**: “the result of interactions among different organizations about what course of action should be taken. The sum of these interactions constitutes the policy process. And the policy process – the interactions among organizations – is part of a wider environment, or context” (Nash et al 2006).

□ **political context**: “includes aspects such as the distribution of power, the range of organizations involved and their interests, and the formal and informal rules that govern the interactions among different players. Political context shapes the ways in which policy processed work.” (Nash et al 2006).

□ **political economy analysis**: details those interactions among political and economic processes, including “the distribution of power and wealth between different groups and individuals, and the processes that create, sustain and transform these relationships over time” (DFID 2009).

□ **politics**: is defined here as those processes of cooperation, negotiation and conflict among stakeholders in the creation, distribution and use of resources.

□ **stakeholders**: any individual, group, organization, department, structure or network with a vested interest in the stated objective, project, policy, policy reform or issue. They stand to gain or lose if conditions stay the same or if conditions change. As they have a stake in those conditions, they have have rights, ownership and, very likely, information that is critical to the successful creation or implementation of the stated objective, project, policy, policy reform or issue at hand.²⁶

□ **stakeholder analysis** – an approach to understand the positions, interest, power and dynamics among individuals, groups, organizations, departments, structures or networks. It “considers not only the characteristics of stakeholders with regard to the issue of interest, whether it be around a policy, project or organizational objective. It can also be used to illustrate existing organizational relationships and predict – or help develop – stakeholder

²⁵ This definition has been informed by Gregory, Hartz-Karp and Watson (2008); McCoy and Scully (2002); London (2005); and Lavis et al (2009b).

²⁶ This definition is an amalgam of those found in Nash et al (2006), WWF (2005), Varvasovszky and Brugha (2000), Bourne and Walker (2006) and Bryson (2004).

alliances. Where there is a short-term pragmatic goal – e.g. implementation of a specific policy or project – the identification and assessments of the nature and strengths of these relationships can assist in developing strategies for managing the stakeholders” (Varvasovszky and Brugha 2000).

□**the Chatham House Rule:** under this rule, “speakers are free to voice their own opinions, without concern for their personal reputation or their official duties and affiliations. The Chatham House Rule resolves a boundary problem faced by many communities of practice, in that it permits acknowledgment of the community or conversation, while protecting the freedom of interaction that is necessary for the community to carry out its conversations” ([Wikipedia](#)).

8.0 Resources

Below is a list of key resources for more information on any of the topics covered in this manual.

Bjuremalm H	Power Analysis – Experiences and Challenges. Sida 2006. Available online .
Bourne L, Walker DHT.	Using a visualising tool to study stakeholder influence - two Australian examples. <i>The Project Management Journal</i> , 37 (1), 2006.
Bryson JM	What to do when stakeholders matter: stakeholder identification and analysis techniques. <i>Public Management Review</i> , 6 (1), 2004.
Campbell S	Deliberative Priority Setting. A CIHR Knowledge Translation Module. 2010. Available online . Accessed November 2, 2011.
de Savigny D, Adam T, Eds.	Systems thinking for health systems strengthening. Alliance for Health Policy and Systems Research, WHO, 2009.
Department for International Development (DFID)	Lessons learned: planning and undertaking a Drivers of Change study. a DFID practice paper. 2005. Available online . Accessed October 27, 2011.
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Dodge C and Bennett G	Changing Minds: A Guide to Facilitated Participatory Planning. IDRC, 2011. Available online . Accessed October 25, 2011.
Dryzek J.	<i>Deliberative Democracy and Beyond</i> . Oxford: Oxford University Press, 2000.

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- National Cancer Institute *Greater than the sum: Systems thinking in tobacco control*. Tobacco Control Monograph No 18. Bethesda MD: US Department of Health and Human Services, National Institutes of Health, National Cancer institute. NIH Pub. No. 06-6085, April 2007.

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- Research and Policy in Development SWOT Analysis. Available online. Accessed October 25, 2011.
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World Wildlife Foundation
(WWF)

Cross-Cutting Tool: Stakeholder analysis. October 2005.
[Available online](#). Accessed April 7 2010.

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Helping researchers become policy entrepreneurs. Briefing
Paper 53. ODI, 2009. [Available online](#). Accessed October 25,
2011.

9.0 Annex I: Key-Informant Interview Questions

The following sets of questions were developed in an earlier draft of this manual, and may prove useful to Task Forces at any point in the development of the approaches and tools discussed here. Note that these questions are far from comprehensive, and are not targeted to specific stakeholder groups. Given the context-specific nature of key informants (which will differ country by country and sector by sector), the Task Force must itself devise a list of tailored questions it deems to be of relevance for the informants identified as potential contributors to a particular analysis.

9.1 Responsibility for food safety regulation, harmonization and policies

- What agencies are responsible for food safety regulatory policies?
- What responsibilities and policies do each of the areas cover?
- What are the overlaps, gaps in responsibilities? what are the hierarchies in reporting (Do decisions converge to a central authority, or are they independent for each authority, etc.)?
- How would you describe the capability and authority of your national food safety service to establish national regulatory norms under its mandate that conform to international norms, guidelines, and recommendations?

9.2 Technical capacity

Describe your country's technical capacity in terms of:

- Food inspection services
- Food safety education
- Foodborne disease surveillance

Describe the capability and authority of your national food safety service to identify and record those biological, physical and chemical agents that can adversely affect public health and food safety.

What technical challenges do you currently have with regard to technical capacity to conduct:

- Food inspections
- Food safety education
- Foodborne disease surveillance?

Describe the capability and authority of your national food safety service to rapidly respond to situations that pose a risk to public health.

Describe the capability and authority of your national food safety service to prevent the contamination of food products throughout the agri-food chain

Describe the capability and authority of your national food safety service to lead a continual and systematic process of collection, analysis and interpretation of data related to food production, as well as potential problems for human health, that facilitate the establishment of adequate policies for the control of food products based on risk.

Describe the capability and authority of your national food safety service to identify in advance, those sanitary problems covered under its mandate which may either put at risk or benefit the public health and commerce of food products.

Describe the capability of your national food safety service to make decisions and carry out actions based on scientific principles, including the assessment, communication and management of risk.

9.3 Human resource capacity

Describe your country's human resource capacity for conducting:

- Food inspection services
- Food safety education
- Foodborne disease surveillance.
- Public health and epidemiology of food safety

What are some of your country's most important challenges related to human resource capacity for conducting:

- Food inspections
- Food safety education
- Foodborne disease surveillance?
- Public health and epidemiology in the area of food safety

9.4 Financial resources

What is your country's financial capacity to conduct effective:

- Food inspections
- Food safety education
- Foodborne disease surveillance?

What are some of your country's most important challenges related to financial resources to conduct:

- Food inspections
- Food safety education
- Foodborne disease surveillance?

9.5 Public-private partnerships for food safety

- Please describe your country's public-private partnerships in food safety programs and policies?

- Are there specific examples of attempted or successfully accomplished collaborations?
- Have there been successful initiatives that contributed to overall policy?

9.6 Food safety concerns

What are the main food safety concerns in your country in terms of:

- Agriculture, food production, and food products.
- International export
- Domestic food sale, distribution, transportation, and storage
- Testing
- Compliance

For each food safety concern identified, describe why you consider it a concern.

- Food products, production
- Retail
- Distribution
- Testing
- Compliance
- Other? (please name)

9.7 Food customs

Are there food customs (in food cultivation, harvesting, processing, preparation & consumption) that influence your country's food safety concerns and policies?

- Food cultivation
- Harvesting
- Processing
- Food preparation
- Consumption

9.8 Vulnerable groups

Are there specific groups or segments of the population that are particularly at risk for food safety problems? (important human rights and equity perspective; do you want to add potential segments such as women and children, minorities, displaced and immigrants, and rural vs urban or should we leave it open?)

9.9 Key messages

What are the key messages, principles or tenants that guide your country's food safety control programs and policies?

Describe the capability of your food safety service to inform users and educate them on food safety topics.

Describe the capability of your national food safety service to implement policies and programs that are sustainable and improve over time, incorporate new demands and independent of political changes.

Describe the capability of your national food safety service to carry out its duties with autonomy and free from political interference that may affect technical and scientific decisions; measured in two ways: political appointments and technical support for decisions.

Describe some of your country's existing major food safety programs and policies. For each program or policy identified above, highlight some major accomplishments and limitations/setbacks.

9.10 Food safety policy barriers

List some general barriers to effective food safety policy formation and implementation in your country

9.11 Internal factors

List key factors internal to your country that influence food safety policy decision making processes.

9.12 External factors

List the major factors external to your country that influence your food safety policy decision making processes.

Describe the capability of your national food safety service to regularly and actively participate, coordinate and provide follow up to the meetings of international organizations such as the WTO/SPS, Codex Alimentarius.

9.13 Champions of food safety

Which groups, businesses, or individuals at your national and sub-national levels are leaders in putting food safety policies into practice, e.g., through outreach to industry, businesses and consumers?

- Groups (public or private)
- Businesses
- Individuals

9.14 Largest food industries

- List your country's major food industries.
- For each, identify the share of their products that are exported.
- Identify any food safety issues unique to these industries.

9.15 Food industry associations

Identify the major food industry associations in your country.

9.16 Food service sector

Identify the major food service sectors and associations in your country, including hotel and tourism industries.

9.17 Sharing food safety knowledge

List the major ways in which the public and private sectors in your country share knowledge and information about food safety policies and practices.

9.18 Best ways to translate knowledge

What would be the best ways to translate possible results of a foodborne disease burden study into policy and practice at each of the following levels in your country:

- Sub-national
- National?
- What is the current knowledge translation (KT) infrastructure?
- What is the KT capacity in the country?
- What are the human resources for KT activities?
- What are the financial resources for KT activities?
- What are the processes?
- Who are the target audiences?
- What is the role of the media?
- What are optimal timings for KT activities?

9.19 Other information

Provide other pertinent information that might enable you to better understand the context of food safety and food safety policy in your country.

9.20 About FERG

How can FERG be of support to your country's food safety efforts?

Briefly describe how you might apply results from FERG burden of foodborne disease in your country to support your food safety programs and policies.

