



# Evaluation of the EU Policy on Animal Welfare and Possible Policy Options for the Future

DG SANCO

Final Report

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Final Report

A report submitted by:

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## Document control

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## Executive Summary

### 1.1 This report presents the findings of the Evaluation of the EU Policy on Animal Welfare (EUPAW) and Possible Options for the Future.

The evaluation was commissioned by the Directorate General for Health and Consumers (DG SANCO) of the European Commission under the terms of the framework contract between GHK Consulting and DG SANCO. The overall aim of the assignment is to provide an independent evaluation of the EUPAW and an assessment of the possible options for the future. More specifically the objectives of the evaluation are to:

- Undertake an analysis of the results of the EUPAW and a comparison with its objectives;
- Assess the efficiency of the policy in meeting these objectives and its coherence with other areas of EU policy;
- Establish whether changes are needed to the EUPAW and suggest possible improvements to the scope, structure and working practices, having considered different policy options; and
- Make recommendations for the design of future policy, taking into account socio-economic issues.

This final report details the work undertaken for the evaluation and presents the answers to the eleven evaluation questions set out in the project specification. The analysis is based on four primary research activities - an online stakeholder consultation, interviews with stakeholders and policy makers, national missions to selected Member States and a review of documents and data.

#### 1.1.1 EU animal welfare legislation has improved the welfare of many of Europe's farm and experimental animals, but more could be achieved with stronger and more consistent enforcement of existing rules.

EU legislation has improved the welfare conditions for those groups of animals that are covered by targeted legislation, such as pigs, calves, laying hens, animals during transport and experimental animals. In order to be effective in achieving higher standards of welfare, legislative tools have to contain detailed requirements and cover all aspects of welfare. For zoo animals, EU legislation aims at biodiversity conservation and does not specifically refer to animal welfare. Welfare could be improved by providing more detailed requirements for the needs of wild animals.

Enforcement procedures are in place, both in Member States and at EU level. The systems appear to be functioning, but variations in enforcement undermine progress towards uniformly high standards across the EU. There is potential to achieve much higher standards of animal welfare by strengthening the enforcement of current EU legislation. The welfare assessment protocols developed in the EU funded Welfare Quality® project could be adapted for enforcement.

By extending the scope of EU welfare legislation, several other groups of animals could benefit from higher welfare standards. This can be achieved either through laws targeted at particular groups of animals or through a general EU animal welfare law. Non-legislative routes can also be utilised.

#### 1.1.2 EU legislation to protect animals has, in general, helped to reduce competitive distortions in the internal market caused by differences in national standards, but in certain areas further action on enforcement and harmonisation is required.

EU legislation on the protection of animals has contributed to, but not fully ensured, the proper functioning of the internal market for the economic activities affected. In those areas where specific EU animal welfare legislation is in place, it has made progress in harmonising

standards of animal welfare across the EU. Without it, standards would undoubtedly be lower than they are today in some Member States, and higher in others. Much greater variations in standards exist for those animals outside the scope of current EU legislation, such as dairy cows and pets. These groups of animals would benefit from harmonised EU legislation to achieve higher standards of welfare.

Harmonisation is seen as important by Member States and stakeholders in avoiding competitive distortions within the internal market. Although animal welfare standards are only one factor affecting patterns of production and trade, there is evidence that they can have an impact.

Despite the progress made, there is more to do – the harmonisation effort is still work in progress. A lack of clarity in the EU standards has become a barrier to effective harmonisation in some areas. Some Member States have implemented standards that go beyond those set by EU law. Most importantly, there are variations in enforcement which mean that the effective harmonisation is less than is suggested by an analysis of the standards laid down in law.

### 1.1.3 EU funding for research and scientific advice on animal welfare has made a positive contribution to policy.

About €15 million of EU funding was allocated to scientific research on animal welfare in each year of the evaluation period. For EU Framework Programme 6 projects, this only represented about 0.5% of the total FP6 budget. The focus of most of the EU welfare research funding is on farm animals and the development of techniques that facilitate the replacement of in vivo animal testing, reflecting the priorities of EU animal welfare legislation.

Only a very small amount of money has been spent on refinement of animal experiments, despite the potential to improve welfare through this type of research. There is a need for scientific data with regard to the welfare of wild animals in captivity as this has also attracted minimal research funding thus far. There are some examples of different Member States funding research into similar animal welfare issues, suggesting there are potential benefits from better coordination at EU level.

There are concerns that the FP7 Ethics Review process (concerning the ethical discussion of research proposals) does not meet its objectives. Information from EU research projects is linked with EU policy, primarily via EFSA activities. There is less evidence of research informing communication actions and international activities.

### 1.1.4 It is not possible to determine the extent to which EU communication actions have raised stakeholder and public awareness and responsibility towards animal welfare, but there has been a high level of public engagement in consultations linked to animal welfare legislation.

The EU has supported events, online resources and policy consultations. Surveys suggest that there is significant public interest in animal welfare issues and there were high levels of public engagement in EU consultations linked to reviews of legislation. However, partly as a result of a lack of monitoring information, there is little evidence from which to determine the impact of EU communications on stakeholders' and public awareness and responsibility towards animal welfare.

The size of the communications task is large, given the number of consumers and stakeholders and their current levels of awareness, and EU resources are limited. This calls for a strategic approach which focuses effort on areas and issues where EU communication efforts can deliver most added-value. A variety of different organisations are involved in communications activities at different levels and to different audiences, and the European Commission's role needs to be defined within this landscape. An animal welfare communications strategy, identifying the priorities for targeting the EU's limited resources, would help to focus activity and resources to maximise impact. Stronger monitoring systems would enable the impact of investments in communication activities to be better assessed.

**1.1.5 The EU's international initiatives have helped to raise awareness and create a shared international understanding of animal welfare issues and standards, particularly with trading partners in markets for food products, but there is much more to do.**

The EU first raised animal welfare within the WTO in 2000, an action that led to animal welfare being identified as a priority in the Strategic Plan of the OIE in 2001. This was a starting point for activity in this area in third countries, although mainly focused on food producing animals. At the start of the evaluation period, very few third countries had animal welfare codes and many were unaware of the importance of animal welfare to the EU.

To raise awareness of animal welfare at the global level, the EU has contributed to the work of intergovernmental organisations, such as the OIE and FAO, provided training for scientists, government officials, farm workers and veterinary officers and included animal welfare in trade agreements with third countries.

The international activities of the EU are widely welcomed by third countries and are recognised as having raised the profile and awareness of animal welfare in a global context, but there is still much to be achieved. There is widespread support by EU citizens and stakeholders that this should continue to be a priority area for the EU.

**1.1.6 The establishment of equivalent market conditions between EU businesses and those from third countries exporting to the EU is a long term project on which the Commission has been working via bilateral and multilateral channels; foundations are being laid but there is more to do.**

There are significant differences between the legislation, voluntary standards and public perceptions of animal welfare in the countries exporting to the EU and those within the EU. The differences are most pronounced where EU Directives are in place for particular species of farm animals. At present, lower production costs in third countries generally owe more to differences in labour, feed and other costs, than to different animal welfare standards.

There is a significant risk that higher egg production costs in the EU from 2012 will further weaken the competitive position of the industry compared to third country producers and that this will impact on international trade in future, particularly for egg products. A European Parliament Resolution on the Animal Welfare Action Plan called for imports of eggs into the EU to comply with the same conditions as those of the EU, and for this to apply equally to shell eggs and egg products.

The EU has been working via the OIE and bilaterally with trading partners to raise awareness of animal welfare aimed at lifting standards in other countries in order to have common rules. This remains work in progress. The OIE only began its role in animal welfare in 2001 and, by the end of 2004, guiding principles for animal welfare had been established, based on internationally-recognised terms such as the Five Freedoms and the Three Rs. OIE recommendations for international transport and slaughter, adopted in 2005, appear to have been influenced by EU requirements. On-farm animal welfare is now beginning to be addressed by the OIE but this will be a long-term issue. Bilateral agreements with the EU's main current and prospective trading partners will therefore remain important for the future.

Implementation and enforcement of international standards are not directly within the OIE's responsibilities. These are likely to remain important challenges for the future. It is clear that the EU has played a significant role in the OIE's animal welfare activities to date and also in the development of bilateral agreements but the extent of its contribution may be underestimated at present by some stakeholders in the EU. Continued EU initiatives will be needed if progress is to be maintained at international level.



**1.1.7 The financial resources and instruments at EU level have grown to meet the increasing resource needs of the EUPAW, and there will be a need for further increases in funding as the policy continues to develop in the years ahead.**

Financial resources devoted to the development and implementation of animal welfare policy at EU level are modest but increasing. Funds have grown to meet the increasing resource needs of the policy, but further growth will be needed as the policy develops further. The FVO would benefit from more resources for inspection efforts. Provision of more dedicated resources for animal welfare would provide greater certainty and reduce the administrative effort needed to secure the funds necessary to deliver the policy.

Substantial funding related to animal welfare is provided to third parties through the EU schemes financed by the European Agricultural Guarantee Fund (EAGF), the European Agricultural Fund for Rural Development (EAFRD) and the budget for the Framework Programme for Research. The most relevant schemes are the EU rural development programmes, research Framework Programmes and budgets for the so-called "veterinary fund". The impact of these schemes in contributing to animal welfare policy is significant but variable. The evaluation suggests that increasing the benefits of existing instruments for animal welfare, rather than developing new ones, is the main priority.

At the Member State level, substantial resources are devoted to the implementation and enforcement of EU animal welfare policy, especially for farm animals. Total Member States' expenditures in this area greatly exceed those made at EU level. There are also significant budgets for animal welfare research at EU and Member State level.

**1.1.8 EU animal welfare policy appears to have succeeded in striking a balance between the varied needs and expectations of citizens, industry and other groups on an issue for which ambitions differ across Europe. There are widespread calls for more consistent enforcement but less appetite for a new wave of standards, suggesting an agenda defined by evolution rather than revolution for the next few years.**

EU citizens and stakeholders have diverse needs and expectations from animal welfare and attach varying emphasis to different aspects of the EUPAW. Some stakeholders would like the policy to be more ambitious in its scope and objectives, while others argue that EU policies are already too onerous. Evidence suggests general public support for the EU's approach to improving the welfare of farm and experimental animals. There is no compelling case for changing the general direction of policy.

The study has reaffirmed the basic principles (e.g. the need for policy to be clear, enforceable and based on sound science and economics) and identified priorities (the need for better enforcement of existing legislation) for the policy framework in the years ahead. The interests of different groups will need to be balanced as the policy develops and inclusive processes for stakeholder engagement will continue to be needed to ensure these different needs and interests are heard and taken into account.

**1.1.9 The various components of EU animal welfare policy are broadly complementary, mutually supportive and consistent, and have (thus far) avoided major conflict with other EU policies, such as on competitiveness, trade and environment.**

The different elements of the EUPAW are broadly internally consistent and coherent with other areas of EU policy. No major areas of conflict have been identified, although a few specific examples of tensions between the EUPAW and other policies can be identified. There are potentially some general trade-offs between animal welfare and other policy goals (such as those of environmental policy), although the specific elements of the EUPAW itself do not appear to conflict with these. There are examples where different elements of the EUPAW (research, legislation, communication and international activities) are mutually supportive, and support other EU policy areas.

- 1.1.10 Some businesses have incurred significant transitional costs as a result of new EU welfare standards but tariffs and other trade barriers have mitigated the extent to which the costs have impacted on EU producers' ongoing competitiveness in domestic markets. There is no evidence that the EUPAW has undermined the economic sustainability of the sectors concerned.

It is widely accepted that animal welfare policies increase the costs of businesses in the farming and experimental sectors. Some estimates of costs are available for individual pieces of legislation, although in some cases the effect of these will be observed after the 2000-2008 period. Higher animal welfare standards also have a variety of business benefits, though these are usually not fully quantified and most estimates suggest that they are outweighed by the costs to the businesses affected.

Overall, the annual business costs of legislation for the farm animal sector are estimated at €2.8 billion and those of the new Experimental Animals Directive at €54 million, though the timing of these costs varies for different items of legislation. These additional costs represent approximately 2% of the value of the overall output of the livestock sector, and 2% of the estimated total cost of experiments using animals.

While estimates of costs are available, there is limited evidence of the economic impact of new EU legislation on the sectors affected, and in particular whether these costs affect economic sustainability by causing a loss of output or employment at EU level. The scale of economic impacts depends on supply and demand conditions, variations in market protection for agricultural products, and the significance of animal welfare compared to other costs and business drivers. While some claims of adverse economic impacts have been made by industry, there is little independent evidence that animal welfare policies have affected the economic sustainability of the sectors concerned.

The fact that EU animal welfare standards are more demanding than those of international competitors means that there is the potential for negative impacts in the future, particularly in sectors serving product markets that are more exposed to competition (e.g. processed egg products) and if further trade liberalisation takes place in agriculture.

- 1.1.11 Management of the EUPAW costs the Member States' public administrations an estimated total of around €105 million a year, with about €53 million on farm inspections, about €0.5 million for regulating welfare of experimental animals and about €13 million for administrative costs.

The cost of inspection activities associated with enforcement of legislation on the welfare of farm animals is borne by Member States. The EUPAW also creates central policy costs for the Competent Authority and in relation to the regulation of the welfare of experimental animals, although this may be partially offset by the imposition of fees. Data submitted by Member States to the Commission indicate some large differences in levels of inspection.

Member States were generally unable to attribute costs to their national administration of the EUPAW. Best estimates have therefore been made, based on reported inspection activities for 2008 and other available information. These indicate that for the 27 Member States, the annual cost of farm inspections could be in the region of €53 million, transport inspections could cost €14-15 million and welfare at slaughter a further €24-25 million, with central costs at €13 million. Inspections in relation to experimental animals are estimated to add a further €0.5 million, bringing the total to around €105 million annually. It is emphasised that differences between Member States and lack of available information make cost estimates very difficult. These figures should therefore be used only as a guide and to indicate the relative significance of different types of costs. The costs of management of the EUPAW at Member State level can be compared with estimates of Commission expenditure on animal welfare policy (approximately € 4 million), with Member States' budget commitments on animal disease eradication and monitoring (€184 million) and on their expenditure on the EU plant health regime, which has been estimated to be near to €60 million.

## Recommendations

### 1.2 The analysis in the report suggests that the issues to be addressed by future policy might include:

#### 1.2.1 Recommendations for Section 1 (Welfare Assessment)

- Increasing levels of enforcement of existing legislation, in order to ensure that it meets its potential to improve welfare conditions. There is a need for more uniformity in enforcement systems across Member States, a more harmonised system of penalties across the EU, clearer legislative requirements where they cause different interpretations for enforcement, and an increased number of missions by the FVO.
- Considering extending the scope of EU welfare legislation to include large groups of animals for which welfare concerns exist. This can be achieved through specific animal legislation or through a general EU animal welfare law, although the legal feasibility of such a proposal would need to be explored. Such a law could contribute to a common understanding of the concept of animal welfare across Europe by imposing a clear 'duty of care' for users and keepers of animals. A general animal welfare law could be designed as a framework law, overarching current specific pieces of legislation, or a basic law setting out general principles, accompanied by guidelines on the care of specific animal groups. Both options would have to be clear enough to be enforceable.
- Exploring non-legislative routes for achieving improved welfare conditions to complement existing legislation, for example by stimulating regulatory or non-regulatory initiatives or agreements between sector bodies, parties in the production and retail chain, civil society and governmental bodies.
- Stimulating further development of the Welfare Quality® project welfare assessment protocols for welfare legislation enforcement.
- Enhancing the effectiveness of zoo animal legislation through better enforcement and by providing more detailed requirements for the needs of the animals under its scope. The EU could play a role in this. However it can also be equally achieved by an exchange of knowledge and expertise between Member States, for example by developing joint guidelines.
- Developing an inspection body to support the enforcement of the revised Experimental Animals Directive, and examining whether the FVO should take up this role.

#### 1.2.2 Recommendations for Section 2 (Harmonisation and Internal Market)

- Enhancing the enforcement of existing legislation, to ensure that the progress made in harmonising legal standards is reflected in more harmonisation of actual standards across the EU.
- Clarification of aspects of legislation which have been interpreted differently between Member States, such as for transport: fitness of animals, rest time for animals and driver training.
- Considering introducing welfare legislation at EU level for dairy cows in order to achieve harmonisation of Member State legislation and to address the range of welfare issues that affect the millions of dairy cows in Europe.
- Considering introducing pet welfare legislation at EU level in order to harmonise the variation in pet welfare legislation across the Member States and to address the range of welfare issues that affect millions of pets in Europe. A starting point could be central registration of the ownership of dogs (dog licensing) and the registration of movements of pets in Europe.

- Enhancing communication amongst Member States, and between Member States and the Commission, regarding progress in implementing and enforcing legislation, in order to promote shared understanding and encourage harmonisation.

### 1.2.3 Recommendations for Section 3 (Research/Science)

- Allocating more EU research funding to the refinement of animal experiments and to zoo animal welfare, as these subjects have so far received little attention. The amount allocated should be in line with policy relevance and be decided with input from main stakeholders.
- Evaluating the effectiveness of the FP7 ethics procedures. Increasing effectiveness may require activities in the areas of training and communication.
- Emphasising the importance of EFSA scientific opinion in the development of policy and legislation as well as raising welfare standards.
- Facilitating improved coordination of animal welfare research between Member States to reduce overlap and enhance use of resources (including animals). This could be one of the roles for a network of European Reference Centres for animal welfare. This could be modelled on the existing network of Community Reference Laboratories in the field of animal health and live animals (CRLs). In 2010, these CRLs received on average € 250,000, but contributions for welfare issues should be dependent on the importance and relevance of each issue for the EU.
- Ensuring that EFSA opinions continue to cover the whole scope of the animal welfare policy area, also including non-food-producing animals.

### 1.2.4 Recommendations for Section 4 (EU Communications)

- Development of an animal welfare communication strategy, incorporating:
  1. Definition of the problem to be addressed (based on a mapping of current and recent activity across the EU and an analysis of existing gaps and needs).
  2. Identification of the target audiences and the means by which EU supported communication activities can influence them, either directly or indirectly through other stakeholders.
  3. Definition of the objectives and key messages of communications activity.
  4. Definition of the European Commission's role and responsibilities, working with and through other stakeholders.
  5. An implementation plan, specifying financial and human resources to be deployed, milestones, targets and monitoring and evaluation procedures.
  6. It is recommended that the strategy prioritises communications focused on the core EU policy areas of animal welfare legislation, research and international activities, as well as animal welfare labelling (which has an important potential role in the internal market and international trade). There is greatest scope for the EU to add value where communications link directly to policy and/or seek to enhance co-ordination of activity by Member States. EU initiatives to communicate directly with the public (e.g. through the online tool "Farmland") have had limited impact and should be less of a priority. Other existing communications activities, such as online communication of EU policy, consultations on policy developments, dissemination of the results of EU funded research, and international conferences and events should continue to remain priorities.
- Stronger and more consistent monitoring and evaluation of communication activity, including consistent and regular measurement of the outputs and outcomes achieved through appropriate indicators.

- Continuing work to examine options for the development of animal welfare labelling and consumer information in the EU, following the Commission's 2009 report on the subject.
- Examining the development of regular publications to raise the profile of animal welfare at EU-level, such as a report on the status of animal welfare in the EU, using existing indicators for monitoring the status of animal welfare. Examples of such publications can be found in Member States. If the idea of a European Network of Reference Centres for the protection of animal welfare (recommended in the Paulsen report) becomes a reality in the future, then such centres could play a role in collating and disseminating such information.

#### 1.2.5 Recommendations for Section 5 (International Initiatives)

- See 1.2.6.

#### 1.2.6 Recommendations for Sections 5 & 6 (International Initiatives)

- Continuing high priority being given to the inclusion of animal welfare in future WTO discussions and in OIE and FAO initiatives, since the active involvement of the EU appears essential to developing a global consensus.
- Continuing bilateral discussions, which enable more focussed agreements on animal welfare to be reached with current and prospective third country trading partners, and should therefore also be given high priority, in the absence of an agreement at WTO level.
- Assessing ways to assist EU sectors which are most vulnerable to third country imports or to likely loss of market share, due to lower animal welfare requirements, in particular in the eggs and eggs products sector.
- Paying particular attention to ways of encouraging and enforcing the adoption of appropriate animal welfare standards at international level. This could include increased participation of third country representatives in international training initiatives, building on previous success. The feasibility of using internet-based training resources to reduce costs and encourage attendance could be explored. Achieving compliance with OIE standards, particularly in relation to on-farm requirements is likely to become increasingly important in future and EU expertise and resources will need to be allocated in this area for development and implementation. As OIE standards on the farm have not been adopted yet, the development and adoption of those standards should be considered the priority before their enforcement.
- Communicating the role and activities of the EU in international initiatives more clearly to EU stakeholders, since this evaluation has identified that there is a general lack of awareness, except amongst those who are directly involved.
- Reviewing the EU's international activities and evaluating outcomes periodically, to ensure a focus on the most successful strategies.

#### 1.2.7 Recommendations for Section 7 (Financial Instruments)

- Ensuring adequate growth in funding for the EUPAW over the next action plan period, in line with the growing needs of the policy, and in order to meet increasing needs identified in this evaluation. These include support for implementation and enforcement of new legislation, increasing international activities, and communications related to EU policy and research. This will be a challenge given budgetary and staffing restrictions and suggests a need to reallocate resources from other policy areas.
- Ensuring that the FVO has sufficient funding for current and future needs to ensure adequate levels of inspection and enforcement effort.
- Examining the need for more dedicated budget lines dedicated to support key aspects of animal welfare policy, to reduce the uncertainty and administrative effort needed to



secure the required financial resources, and to fund additional activities which cannot be funded through the current financial framework.

- Ensuring sufficient resources are allocated at EU level to meet the transposition, implementation and monitoring requirements of the revised Experimental Animals Directive.
- Emphasising the importance of the CAP to animal welfare, as part of the current CAP reform debate. Key issues are:
  - The potential to shift funding to the rural development programme, and hence potentially boost resources for animal welfare;
  - Arrangements for funding animal welfare through rural development programmes, and whether they should remain voluntary or whether there is a case for introducing a mandatory element. It is important to consider other priorities for rural development funding, and the respective roles of public funding, markets and private investment in raising animal welfare standards;
  - The role of cross compliance in a reformed CAP, and, if direct payments continue, whether they should be made conditional on a wider range of animal welfare legislation.

#### 1.2.8 Recommendations for Section 8 (Stakeholders & Citizens)

- Developing a stakeholder engagement plan for each aspect of EU animal welfare policy, setting out a structured approach to engaging with stakeholders at each stage of the policy process.
- Establishing working groups bringing together Member State authorities and the Commission to enhance dialogue and share experience regarding the transposition, implementation and enforcement of specific items of legislation.
- Strengthening exchange of information and co-ordination of activity regarding animal welfare research between Member States and the Commission.
- In consultation with stakeholder groups, assessing the need to develop new modes of engagement over time, which might include:
  - Stakeholder platform(s) on animal welfare issues. This would provide a more regular and structured approach to engagement. It could comprise a general forum for engagement on animal welfare policy issues, and/or specific sub-groups for dialogue on particular issues, covering specific items of legislation (e.g. the implementation of new Experimental Animals Directive), providing regular dialogue on future priorities (e.g. priorities for EU funded research) and/or examining emerging issues of policy concern (e.g. companion animals);
  - Online fora on particular issues of animal welfare policy. These may be relatively inexpensive means of encouraging dialogue, but experience suggests that they are unlikely to replace direct contact and need active promotion to be effective;
  - Advisory committees on particular issues, comprising independent experts from academia, business and government policy.

#### 1.2.9 Recommendations for Section 9 (Other EU Policies)

- The analysis suggests that the EUPAW is broadly internally consistent and that there are no major areas of conflict with other policies. The need to address specific areas where there are apparent conflicts, such as between rules for animal transport and driver hours, could be considered.

#### 1.2.10 Recommendations for Section 10 (Economic Sustainability)

- Use of rural development programmes to support investment and aid adaptation to higher standards in the farming sector, as well as to reward practices that go beyond

minimum standards. The degree to which this is a priority for rural development programmes is a matter for national and regional administrations.

- Designing legislation so as to manage adverse impacts, for example by aligning phase-in periods with capital replacement cycles, and by applying more flexible approaches to setting standards. For example, basing standards on animal welfare outcomes, measured using appropriate indicators, gives more flexibility to businesses in their response, and may contribute to higher welfare outcomes than more rigid, prescriptive rules. However, it is also important to ensure that compliance with standards can be measured and enforced.
- Supporting research and development (through the Framework Programmes and by encouraging co-ordination of initiatives at Member State level) to identify, develop, test and demonstrate methods that deliver animal welfare standards and enhance the economic sustainability of the sectors affected.
- Promoting development and harmonisation of labelling schemes to enhance consumer awareness and confidence. Initiatives in this area could examine more harmonised approaches to labelling of higher welfare, premium products, which currently account for a minor share of overall EU production, with the aim of enhancing demand. They could also investigate opportunities to enhance consumer awareness of animal welfare standards in the wider market.
- Examining the role of public procurement in rewarding high welfare standards.
- Promoting animal welfare policies, practices and reporting in the corporate social responsibility agenda, in order to highlight good practice and promote reputational benefits.
- Further independent research to enhance understanding of the economic impacts of different animal welfare policies. Much of the available evidence focuses on costs, and, while business benefits are frequently documented, they are rarely quantified. Targeted research to quantify the business benefits of animal welfare standards would have clear benefits both in encouraging improvements in practice and in lowering resistance to further development of standards.

#### 1.2.11 Recommendations for Section 11 (Member State Administration)

- The research suggests that better communication between the Commission and Member States could be mutually beneficial, in that it would allow more exchange of information on the data supplied and resolve apparent anomalies. It would also help to quantify the main areas of administration costs and identify opportunities for cost reductions.

# 1 Introduction

## 1.1 This Report

This report presents the findings of the Evaluation of the EU Policy on Animal Welfare (EUPAW) and Possible Options for the Future. The study was commissioned by the Directorate General for Health and Consumers (DG SANCO) of the European Commission under the terms of the framework contract between GHK Consulting and DG SANCO (Lot 3, Food Chain).

This final report details the work undertaken for the evaluation and presents the answers to the eleven evaluation questions set in the project specification. It highlights the conclusions reached and makes a series of recommendations to support the development of future policy and the next action plan.

## 1.2 The Objectives of the Evaluation

The overall aim of the assignment, as set out in the project specification issued by DG SANCO, is to provide an independent evaluation of the EUPAW and an assessment of the possible options for the future. More specifically the objectives of the evaluation were to:

- Undertake an analysis of the results of EUPAW and a comparison with its objectives;
- Assess the efficiency of the policy in meeting these objectives and its coherence with other areas of EU policy;
- Establish whether changes are needed to the EUPAW and to suggest possible improvements to the scope, structure and working practices, having considered different policy options; and
- Make recommendations for the design of future policy, taking into account socio-economic issues.

The development and application of the EU's policy on animal welfare is manifest in four types of EU level activity:

- legislation;
- research;
- communications; and
- international initiatives.

The policy has had a particular focus on four groups of animals:

- farm animals;
- experimental animals;
- companion animals; and
- wild animals kept in captivity or submitted to treatment which is under human control.

The evaluation addressed the objectives stated above across all of these areas of activity and all these animal groups. The Commission asked the evaluators to consider a number of specific aspects of the policy's reach, specification and impact. These areas of inquiry are codified in a set of eleven questions that define the structure of the main part of this report. The questions are summarised in Table 1.1. According to the project specification, the scope of the evaluation is limited to activity that took place between 2000 and 2008 but in some instances there is a strong case for noting progress made after 2008, and this has been done on a selective basis.

An evaluation of this kind is best underpinned by a theory of change that summarises how the different elements of the policy are intended to deliver the intended outcomes. This



theory of change can be articulated through a logic model which highlights the implicit logic between objectives, activities, inputs, outputs/outcomes and impacts to aid the development of evidence based recommendations.

In this instance these outcomes relate to the welfare of animals in the EU and to wider EU policy goals, such as the operation of the European single market. A summary of the intervention logic for the EUPAW is presented in Figure 1.1. This shows the relationship between the objectives (*what we are trying to achieve*), inputs (*what we use to achieve this*), activities (*what we do*), outcomes (*what we expect to change*) and ultimate impacts (*how this affects the overall situation at EU level*) of the EUPAW.

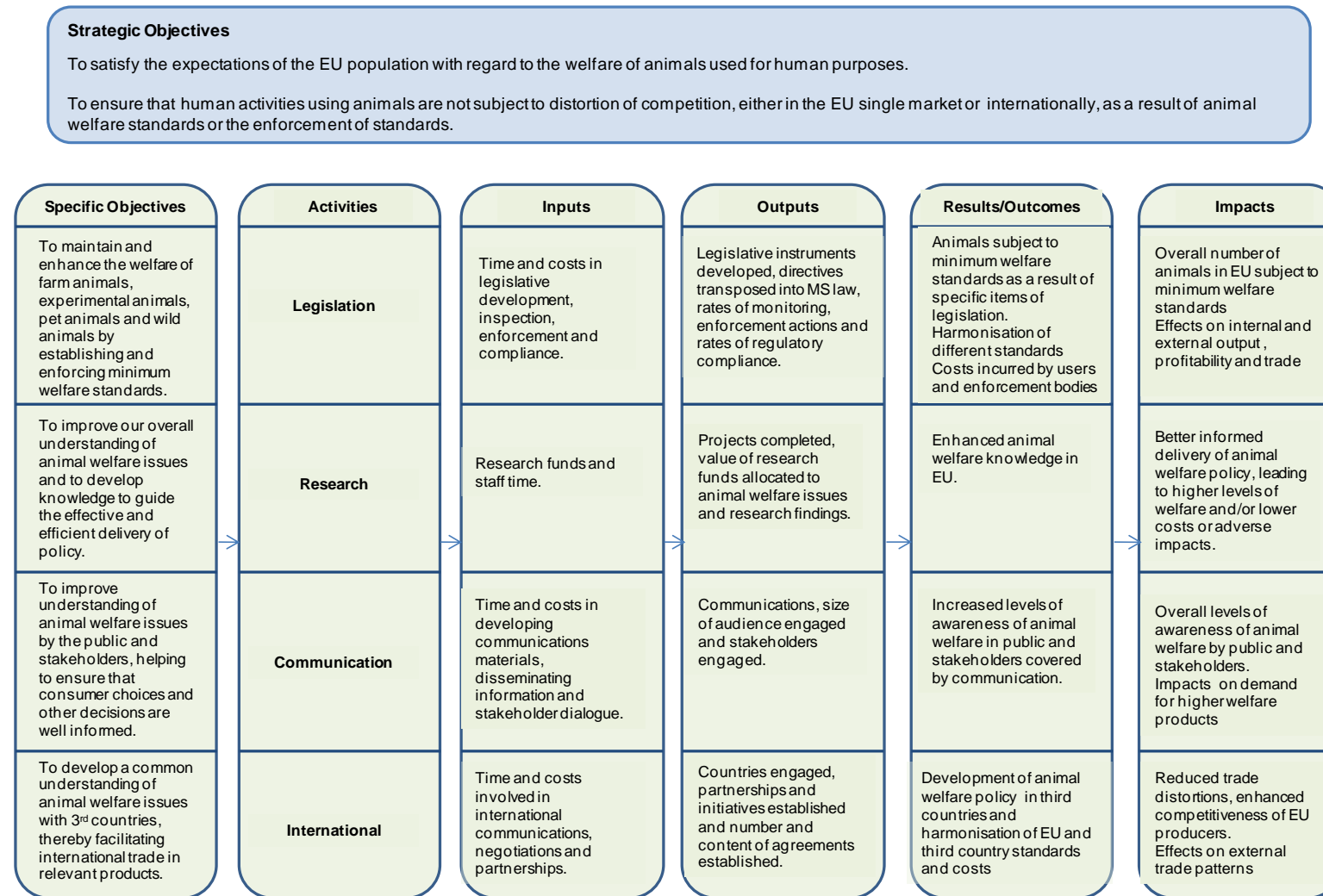
The intention is not to try and capture each detail of the EUPAW, but to show the underpinning logic and the connections between resources, actions and result, as a tool to help guide the evaluation. It is a model and, as such, a simplification of a necessarily more complex set of actions.

Table 1.1 The Eleven Evaluation Questions

1	To what extent has EU animal welfare legislation achieved its main objective i.e. to improve the welfare conditions of animals within the EU?
2	To what extent has EU legislation on the protection of animals ensured proper functioning of the internal market for the activities concerned?
3	To what extent has EU funding for research and scientific advice on animal welfare contributed to science based EU initiatives in the field of legislation, communication and for international initiatives?
4	To what extent have EU actions of communication to stakeholders and the public contributed to raise their awareness and responsibility towards animal welfare?
5	To what extent have EU international initiatives on animal welfare contributed to raising awareness and creating a shared understanding on animal welfare issues and standards at world level?
6	To what extent have EU international initiatives on animal welfare contributed to establishing equivalent market conditions between EU businesses and businesses from third countries exporting to the EU?
7	To what extent are the present financial instruments and the financial resources at EU level adapted to the needs of the EUPAW? Would it be necessary to establish specific financial instruments and/or dedicated resources to EU initiatives related to animal welfare?
8	To what extent does the EUPAW address the needs of stakeholders and the EU citizens? Which areas need changes concerning objectives, scope, management systems or processes? What kind of changes?
9	To what extent does the intervention logic, objectives and activities linked to the EUPAW support or possibly conflict with those of other EU policies? To what extent are the elements of the EUPAW intervention logic internally complementary, mutually supportive and consistent? How successful has EUPAW been in promoting the necessary coherence and complementarity between the different EU policies in collaboration with the Commission and Member States?
10	To what extent do animal welfare policies contribute to the economic sustainability of the sectors concerned (farming animals and experimental animals)?
11	What costs are involved in the management of the EUPAW for the Member States' public administrations?

## Evaluation of the EU Policy on Animal Welfare & Possible Options for the Future

Figure 1.1 Intervention Logic for the EUPAW



## 1.3 Evaluation Methodology

The study process was organised as a set of structured tasks. Table 1.2 provides an overview of the method of approach, listing the tasks and the activities undertaken within each of them.

**Table 1.2 Summary of Methodology and Comprising Activities**

<b>Task</b>	<b>Objective</b>	<b>Comprising Activities</b>
Task 1: Launch	To ensure a common and agreed understanding across the client group and project team of the objectives, approach, method, timing, including risks and risk management strategy	Launch note and launch meeting
Task 2: Detailed Design	To develop a detailed specification of the approach, including baseline intervention logics, reference model and mapping of stakeholder engagement process	Establishment of project website ( <a href="http://www.eupaw.eu">www.eupaw.eu</a> ), review and description of the policy, identification of intervention logics, identification of key tasks and stakeholders for evaluation questions, design of survey instruments, Inception Report and Steering Group meeting
Task 3: Research & Stakeholder Engagement	To gather relevant information from written and other sources via stakeholder engagement	National document/data review, stakeholder consultations, online consultation, further data gathering, national missions and national reports, evaluation team workshop and Steering Group meeting
Task 4: Analysis	To apply the information gathered to the core evaluation questions	Drafting of answers to evaluation questions, evaluation team workshops and completion of analysis and revision of answers to evaluation questions
Task 5: Reporting	To present the findings of the project in a clear and accessible manner	Interim Report, Draft Final Report, Steering Group meeting and Final Report

The remainder of this section of the report provides a brief explanation of the approach taken to the primary research activities undertaken for the evaluation:

- an online stakeholder consultation;
- interviews with stakeholders and EU policy makers;
- national missions to selected Member States; and
- a review of documents and data.

### 1.3.1 Online Stakeholder Consultation

An online stakeholder and public consultation was launched on 3 June 2010. Details of the consultation were distributed to a wide variety of stakeholders representing a range of interests and dealing with different types of animal. The consultation was open to the public through the project website and closed on 31 August 2010.

The online consultation was designed to be concise and easy to complete. It was based on a tick box matrix whereby stakeholders were asked to provide their views on a series of statements (linked to the 11 evaluation questions) on a scale of “strongly agree” to “strongly disagree”. In each case respondents were encouraged to provide supplementary

explanations and evidence. The survey included a set of questions designed to help profile the respondents and to allow responses to be filtered and analysed accordingly.

9,086 responses were received – a high number for evaluations of this type. The data collected have been analysed in depth. The team has profiled responses across the sample as a whole and looked at how replies varied according to the type of stakeholder and their interests (e.g. individuals, businesses, those with interest in experimental animals, those with interest in farm animals). Care has been taken in analysing and interpreting the results to ensure that the views of different interest groups are given appropriate weight.

Further details of the online consultation, its findings, and a commentary on the sample, are presented in Annex 4.

### 1.3.2 Interviews with Stakeholders and Policy Makers

The evaluation team completed 89 interviews with a total of 196 people. Interviewees included representatives of non-governmental organisations (NGOs) with an interest in animal welfare, sector representatives, research-based organisations, European Commission officials, international organisations and third countries. These interviews were supplemented by additional documentation and submissions from many of the organisations involved. A list of the consultees is provided in Annex 2.

### 1.3.3 National Missions

The study team made visits ('national missions') to twelve Member States (Belgium, Denmark, France, Germany, Hungary, Italy, Netherlands, Poland, Romania, Sweden, Spain, UK) to interview governments and key stakeholders. In making the selection of Member States and identifying interviewees the team's primary concern was to collect evidence relevant to all animal types and areas of policy.

### 1.3.4 Document and Data Review

The evaluators reviewed a wide variety of policy documents, reports, scientific papers and data sources to inform the responses to the evaluation questions. These are referenced in endnotes to this report.

## 1.4 Structure of this Final Report

The remainder of this report is structured as follows:

- Section 2 provides a brief summary of the EUPAW for all four animal types (farm animals, experimental animals, companion animals and wild animals) as well as an overview of the economic significance of the sectors affected by the policy;
- Section 3 presents the findings in response to each of the eleven evaluation questions.

There are 6 Annexes:

- Annex 1 gives a list of acronyms used;
- Annex 2 gives a list of consultees;
- Annex 3 lists the contributors to this report;
- Annex 4 presents a summary of results from the online stakeholder consultation;
- Annex 5 presents data tables used as evidence for the evaluation questions; and,
- Annex 6 contains a series of endnotes setting out the evidence referred to in the main text.

## 2 An Overview of the EU's Policy on Animal Welfare

### 2.1 Introduction

The EU's policy on animal welfare has always been based on the founding Treaties, although initially these did not make specific mention of animal welfare. The Treaty of Lisbon, which entered into force on 1 December 2009, amended the founding Treaties. Among the provisions of general application laid down in the Treaty on the Functioning of the European Union (TFEU), is Article 13 TFEU. This constitutes a revised version of the 1997 Protocol on Protection and Welfare of Animals (the Treaty of Amsterdam). It states that:

*"in formulating and implementing the Union's agriculture, fisheries, transport, internal market, research and technological development and space policies, the Union and the Member States shall, since animals are sentient beings, pay full regard to the welfare requirements of animals, while respecting the legislative or administrative provisions and customs of the Member States relating in particular to religious rites, cultural traditions and regional heritage."*

The European Union operates under the principles of conferred competences and subsidiarity. So competences not conferred upon the Union in the Treaties remain with the Member States. In line with the principle of subsidiarity, in areas that do not fall within its exclusive competence, the Union shall act only if and in so far as the objectives cannot be sufficiently achieved by the Member States. As a consequence, certain topics of animal protection have until now remained under the responsibility of the Member States (e.g. the use of animals as companions, in competitions, shows, cultural or sporting events). Specific animal welfare concerns related to wild animals, including those kept in captivity, remain in general under the responsibility of the Member States. The management of stray dogs is also the responsibility of Member States.

In 2006, the Commission adopted the first Community Action Plan on the Protection and Welfare of Animals (2006-2010), where strategic priorities and future actions were described. The action plan set out five main areas of action with regard to EU animal welfare policy. An evaluation and assessment of the Animal Welfare Action Plan (2006-2010) was produced by the Committee on Agriculture and Rural Development of the European Parliament in March 2010 (rapporteur: Marit Paulsen).

The Commission is responsible for ensuring that EU legislation is properly implemented and enforced, assisted, *inter alia*, by inspections carried out by the Food and Veterinary Office (FVO). Within the present arrangements the FVO works only on the welfare of farmed animals. There are no similar institutions or control mechanisms in respect of legislation on the protection of experimental or zoo animals.

The following sections provide an overview of the four types of EU policy-related activity (legislation, research, communications and international initiatives) introduced in Chapter 1. Within each area of activity they examine what has been done in relation to the four animal types (farm animals, experimental animals, companion animals and wild animals). The text is descriptive rather than diagnostic. An evaluation of these activities is provided in Chapter 3.

### 2.2 Legislation

Most of the existing European animal welfare legislation is concerned with farm animals and animals used in experiments. There has been some regulation of products derived from cats and dogs, regulation of endangered wildlife trade as well as regulation of trade in seal products. Legislation is also in place in relation to the conservation of wild animals in zoos.

### 2.2.1 Farm Animals

Directive 98/58/EC<sup>1</sup> sets out general rules for the protection of animals of all species kept for the production of food, wool, skin or fur or for other farming purposes (including fish, reptiles or amphibians).

Farming activities are also subject to specific Directives. These have progressively phased out certain methods of production (e.g. individual pens for calves, individual stalls for breeding sows and bare cages for laying hens). They also define space allowances, as well as providing more requirements on the management of the animals. Minimum standards for the protection of pigs<sup>2</sup>, calves<sup>3</sup>, laying hens<sup>4</sup> and chickens for meat production<sup>5</sup> are all defined in legislation. The welfare of animals being transported is addressed in a Regulation<sup>6</sup>, whilst a Directive<sup>7</sup> covers the protection of animals at the time of slaughter or killing. In 2009, a Regulation<sup>8</sup> on the protection of animals at the time of killing was adopted and this will apply from 1 January 2013.

Other EU legislation with animal welfare implications includes Regulation (EC) No 73/2009<sup>9</sup> (on cross compliance under the CAP), Regulation 1254/1999<sup>10</sup> (on export subsidies for live cattle) and Regulation (EC) No 1698/2005<sup>11</sup> (on support for rural development). The Regulation on organic production and labelling of organic products<sup>12</sup> includes high animal welfare standards as one of its principal objectives. In its implementing rules<sup>13</sup>, detailed production rules are given in regard to animal welfare. These standards, which exceed the requirements of the horizontal Community animal welfare rules, are obligatory if the term 'organic' is to be used.

### 2.2.2 Experimental Animals

The EU has made a commitment to pursue efforts to replace animals used in experiments as well as to improve the welfare of those still being used. This led in 1986 to the adoption of a Directive (86/609/EEC) on the protection of animals used for experimental and other scientific purposes<sup>14</sup>. The Directive includes measures related to the use of experimental animals such as their housing and care, requirements for the authorisation of persons and establishments and the minimisation of pain, suffering and distress.

Due to the age of the Directive it was determined that new EU legislation was required to ensure that law throughout Member States is more harmonised and responds better to the current needs and scientific changes in the field. In 2008 the Commission adopted a proposal<sup>15</sup> to revise the Experimental Animals Directive. The agreement between the European Parliament and the Council was reached in September 2010 and a new, significantly more detailed and comprehensive Directive (2010/63/EU) entered into force on 10 November 2010.

The Cosmetics Directive<sup>16</sup> is also relevant to experimental animals and amendments to this legislation establish a programme for phasing out animal testing of cosmetic products and their ingredients.

The Registration, Evaluation, Authorisation and restriction of CHemical substances (REACH) Regulation<sup>17</sup> constitutes a step towards the welfare of experimental animals. One of the objectives of this Regulation states that testing on vertebrate animals for the purposes of the Regulation shall be undertaken only as a last resort and that duplication of tests should be limited.

Other relevant legislation includes Directive 91/414/EEC concerning plant protection products<sup>18</sup>, Directive 2004/10/EC on principles of good laboratory practice<sup>19</sup>, and the Decision on FP7<sup>20</sup> making reference to the need for research activities to reduce the use of animals in research and testing.

### 2.2.3 Companion Animals

The welfare of companion animals is not subject to EU legislation as such. A Regulation<sup>21</sup> bans the placing on the market and the import to, or export from, the EU of cat and dog fur,



and products containing such fur, in order to eliminate obstacles to the functioning of the internal market and to restore consumer confidence that the fur products which consumers buy do not contain cat and dog fur.

#### 2.2.4 Wild Animals

The Regulation on trade in seal products<sup>22</sup> prohibits the placing on the EU market of all seal products subject to limited exemptions. It aims to take account of the concerns expressed by the citizens about animal welfare aspects of the seal hunt in relation to killing and skinning methods.

The use of leghold traps is prohibited in the EU and there are import restrictions for furs of certain animal species from countries not prohibiting leghold traps or not using traps which meet international humane trapping standards. This is safeguarded by a Regulation<sup>23</sup> on the use of leghold traps.

In 1998 the EU concluded an agreement with Canada and the Russian Federation on international humane trapping standards<sup>24</sup>. An agreed minute was concluded with the USA on the same subject. The keeping of wild animals in zoos is regulated<sup>25</sup> with the objective to promote wild animal species protection and conservation by strengthening the role of zoos in the conservation of biodiversity.

### 2.3 Research

European research funding has been allocated to projects that have examined various aspects of animal welfare in the Fifth, Sixth and now Seventh Framework Programme (FP).

#### 2.3.1 Farm Animals

'Econwelfare' is a FP7-supported project that is considering animal welfare in a socio-economic context, promoting insight on the impact for the animal, the production chain and European society of upgrading animal welfare standards. It aims to provide suggestions for the further improvement of farm animal welfare. In collaboration with stakeholder groups, it will collate and investigate policy options and their impacts on the livestock production chain, the animal and European society.

The European Animal Welfare Platform (EAWP) is a three year support action receiving FP7 finance. It aims to improve farm animal welfare throughout the food chain by providing a discussion platform for consumers, farmers, breeders, retailers, academics and a variety of NGOs.

Directly relevant projects funded under the 6<sup>th</sup> Framework Programme included:

- 'Welfare Quality®', which integrated animal welfare expertise in Europe with the aim of developing a European on-farm welfare assessment standard and a European animal welfare information standard;
- 'LayWel' (evaluation of the welfare of laying hens in various systems, with special focus on enriched cages);
- 'Cloning in public' (public debate on farm animal cloning);
- 'Pigcas' (to provide information to support EU policy on the welfare implications of surgical castration in pigs); and
- 'Dialrel' (issues relating to religious slaughter).

Other FP6 projects indirectly linked to animal welfare included 'Sabre' (designed to provide a range of new breeding strategies to improve animal health and welfare) and Code-Efabar (on good practices for farm animal breeding and reproduction). FP6 also included a number of projects on fish welfare, especially in the elaboration of operational welfare indicators.

In the Fifth Framework programme, animal welfare-related research projects were funded under the Quality of Life programme.

The Collaborative Working Group on European Animal Health & Welfare Research of the Standing Committee on Agriculture Research (SCAR-CWG) was established to provide a forum for the sharing of information by research programme managers and first met in 2005. It currently involves almost thirty funding organisations in over twenty countries. The aim is to establish a network of research funders from Member and Associated States of the EU, providing a forum leading to improved collaboration on research prioritisation and procurement. It has a sub-group on animal welfare to provide a forum for the sharing of information on national animal welfare research programmes.

European Co-operation in Science and Technology (COST) is an intergovernmental framework which does not fund research itself but provides a platform for European scientists to co-operate on projects and exchange expertise. It therefore contributes to reducing the fragmentation in European research investments and opening the European Research Area to co-operation worldwide. COST actions relevant to farm animal welfare include work on:

- Measuring and monitoring farm animal welfare, with a view to addressing public concern about that issue (COST 846);
- Welfare of rabbits (COST 848);
- Welfare of fish in European aquaculture (COST 867).

### 2.3.2 Experimental Animals

The European Centre for the Validation of Alternative Methods (ECVAM) is a unit of the Institute for Health and Consumer Protection (IHCP) of the Commission's Joint Research Centre (JRC). It supports the development, validation and acceptance of methods which could replace, reduce or refine the use of laboratory animals.

A number of current EU-funded research programmes address the development of alternative methods to the use of animals in safety assessment of products and substances. Further details are given in Section 3.3.

### 2.3.3 Companion Animals

No EU wide research initiative with regard to the welfare of companion animals has been identified.

### 2.3.4 Wild Animals

There are some examples of EU research related to certain aspects of welfare of wild animals. One project (Humane Trapping Standards 2007-2009) was intended to identify improved standards for killing and restraining trapping methods to improve welfare of trapped animals. Another study explored physiological and behavioural criteria for muskrats. Furthermore, in December 2007, EFSA adopted a scientific opinion on the animal welfare aspects of different methods of killing and skinning of seals after having looked at the best available evidence to assess whether seals can be killed rapidly and effectively without causing avoidable pain, distress, fear and other forms of suffering and which methods would most likely achieve that.

## 2.4 Communications (Inside the EU)

Research and analysis suggests that several kinds of 'communication' activity have been carried out during the evaluation period:

- Information provision, awareness raising and educational activities promoting animal welfare and associated policies;



- Measures to promote dialogue amongst the various stakeholder groups, including the public;
- Consultative processes attached to the development or review of EU legislation on animal welfare;
- Opinion surveys and other activity through which the Commission has monitored public attitudes to animal welfare.

Examples of each are discussed below in the context of activity relating to each animal type.

#### 2.4.1 Farm Animals

Communication activities relating to farm animal welfare include:

- On education and information:
  - development of an extensive set of web pages on animal welfare for the DG SANCO website;
  - ‘Farmland’, an interactive web tool developed by the Commission and designed for children aged between 9 and 12.
- On dialogue:
  - A European Animal Welfare Information Platform set up with FP7 support to assist dialogue between stakeholders and the general public on animal welfare.
- On consultation for policy development:
  - Fostering a more inclusive and consultative approach to policy formulation in the welfare of farm animals through, for instance, internet-based open consultations on specific animal welfare issues such as animal transport, the protection and welfare of farmed animals and the slaughter of animals;
- On attitudes and opinions:
  - Investigating consumer attitudes towards the welfare of farmed animals through Eurobarometer surveys.

#### 2.4.2 Experimental Animals

In the area of experimental animals, communication activities have included measures targeted at:

- On education and information - Development of web pages relating to EU policy on laboratory animals on the DG Environment website.
- Consultations - As part of the process to develop the Commission Proposal to revise Directive 86/609/EEC, a public consultation and a specific expert consultation were held in 2006 in addition to a number of other special focus consultations such as on severity; and
- Dialogue - In 2005 the European Commission and a number of companies and trade federations active in various industrial sectors launched the European Partnership for Alternative Approaches to Animal Testing (EPAA) as a voluntary, consensus based partnership to promote the search for new alternative approaches and strategies.

#### 2.4.3 Companion Animals

No EU initiatives are known in this area.

#### 2.4.4 Wild Animals

A public internet survey was carried out in 2008/2009 on attitudes towards trade in seal products and attitudes towards the regulation of trapping in the EU. Furthermore, two stakeholder hearings as well as specific expert workshops were held.

### 2.5 International Initiatives

The EU has, especially through the activities of the Commission, taken steps to promote animal welfare beyond the EU in various contexts. As part of that process the Commission has developed its relationships with the main intergovernmental organisations working in this area.

#### 2.5.1 Farm Animals

The Council of Europe Conventions on animal welfare have been used as a basis for relevant EU legislation. Three Council of Europe Conventions concern the welfare of farmed animals, namely the protection of animals kept for farming purposes<sup>26</sup>, the protection of animals for slaughter<sup>27</sup> and the protection of animals during international transport<sup>28</sup>. The Council of Europe in 2010 cancelled all its activities in relation to animal welfare and it is uncertain if it will continue to work in this field.

The World Organisation for Animal Health (OIE), an intergovernmental organisation with 177 member countries and territories has taken a lead role in animal welfare since it was first identified as a priority in its Strategic Plan of 2001-2005. OIE members mandated the organisation to take the lead internationally on animal welfare and to elaborate recommendations and guidelines covering animal welfare practices. A permanent Working Group on Animal Welfare has been established and guiding principles on animal welfare were included in the OIE Terrestrial Animal Health Code (Terrestrial Code) in 2004. All EU Member States are members of the OIE and the European Commission is actively involved in the OIE's work.

In 2006, the European Commission, the Finnish Presidency, the OIE, the Council of Europe and others organised a joint international workshop on animal welfare. The Commission has actively contributed to a Food and Agriculture Organisation (FAO) capacity-building initiative, which aims to implement good animal welfare practices. Within this initiative, an internet portal has been launched with information on farm animal welfare<sup>29</sup>.

The Commission also works with the World Health Organisation (WHO), the World Bank and others to promote animal welfare. Two international conferences have been organised in recent years. The EU is also initiating new work in Codex Alimentarius (established by the FAO and the WHO) on regular updates of organic production standards. In particular, the inclusion of the new EU organic aquaculture standards<sup>30</sup> was accepted recently and should be discussed in the next few years. The Codex is the reference standard for acknowledging organic standards from third countries and therefore important for imported products under equivalence schemes<sup>31</sup>.

The Commission also works to incorporate on a voluntary basis animal welfare standards in bilateral veterinary agreements. The EU-Chile Association Agreement was the first such agreement to include animal welfare within the Sanitary and Phytosanitary (SPS) Chapter. It therefore represented a precedent for other bilateral activities. The inclusion of animal welfare has been negotiated in free trade agreements with Korea, Central America, Colombia and Peru.

#### 2.5.2 Experimental Animals

The EU is party to the Council of Europe Convention on experimental animals<sup>32</sup>. The Convention<sup>33</sup> covers areas such as care and accommodation, conduct of experiments, humane killing, authorisation procedures, education and training, and statistical information. The Convention includes technical appendices providing guidelines for accommodation and care of animals (Appendix A) and tables for the presentation of statistical data on the use of

animals for scientific purposes (Appendix B). Some revisions to Appendix A were incorporated into EU legislation through a Commission Recommendation<sup>34</sup> in 2007.

The EU has contributed to the work of the OIE and the International Cooperation on Cosmetics Regulation (ICCR)<sup>35</sup> with regard to experimental animals. The OIE established a Laboratory Animal Welfare *ad hoc* Group (LAWG) in 2007. The OIE has been raising awareness on the issue of air transportation of laboratory animals in forums such as the LAWG and international laboratory animal science organisations. In May 2009 OIE adopted, for the first time, standards for the use of animals in research. These standards are to be used by OIE member countries when formulating regulatory requirements, or other forms of control, in the field of animal use for scientific purposes.

The ICCR established an International Cooperation on Alternative Test Methods (ICATM)<sup>36</sup> to promote international cooperation and coordination on the scientific validation of non- and reduced-animal toxicity testing methods between the EU, US, Canada and Japan.

### 2.5.3 Companion Animals

The OIE Terrestrial Code contains guidelines on the control of stray dog populations. The standards are regularly updated to take account of latest scientific findings. It addresses humane methods for the control of dog populations and the prevention of important zoonotic diseases, such as rabies and hydatidosis, in communities.

While the welfare of stray dogs is not a matter of EU competency, the EU has a role in establishing a common position for OIE negotiations.

### 2.5.4 Wild Animals

The trade in protected species of wild fauna and flora is regulated by Regulation 338/97<sup>37</sup> and implemented by Regulation 865/2006<sup>38</sup> implementing the provisions of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) within the EU and exceeds CITES in a number of respects. The Regulations are dedicated to ensure that international trade in endangered wild animals does not harm their conservation status. Rules are developed within CITES for conservation purposes and only cover species threatened by trade. Within that framework some measures in relation to animal welfare are included (e.g. the protection of animal welfare during the transport of the species covered). As regards the trapping of certain fur animals, the EU cooperates with Canada, the Russian Federation and the USA (see 2.2.4 Agreement on International Humane Trapping Standards).

## 2.6 Economic Significance of the Sectors Affected by the EUPAW

Sectors that keep and use animals play an important role in the EU's economy. Table 2.1 provides a summary of the economic significance of some of the key sectors affected either directly or indirectly by policies for the welfare of farmed and experimental animals.

Table 2.1 Economic Significance of Relevant Sectors, 2007

Sector	Number of enterprises	Total turnover/output (€m)	Total employment	Value added at factor cost (€m)
<b>Total Agriculture Industry</b>	<b>13,681,370</b>	<b>359,433</b>	<b>11,849,850</b>	<b>155,779</b>
Livestock Agriculture	8,606,370	145,406	6,082,850	63,019
<b>Manufacture of food products and beverages</b>	<b>310,283</b>	<b>934,538</b>	<b>4,647,200</b>	<b>198,634</b>
Production, processing, preserving of meat and meat products	42,910	190,000	1,000,000	33,000
Manufacture of vegetable and animal oils and fats	8,999	42,381	65,900	4,221
Manufacture of dairy products	12,945	130,000	:	19,000
Manufacture of prepared animal feeds	5,090	63,364	127,700	7,988
<b>Wholesale of agricultural raw materials and live animals</b>	<b>63,631</b>	<b>211,228</b>	<b>341,100</b>	<b>15,969</b>
Wholesale of live animals	17,600	41,000	52,200	1,980
<b>Wholesale of food, beverages and tobacco</b>	<b>211,421</b>	<b>859,132</b>	<b>1,873,600</b>	<b>80,624</b>
Wholesale of meat and meat products	22,046	78,061	173,600	7,291
Wholesale of dairy produce, eggs and edible oils and fats	15,041	76,676	115,000	5,636
<b>Retail sale of food, beverages and tobacco in specialized stores</b>	<b>495,295</b>	<b>136,000</b>	<b>1,450,000</b>	<b>27,200</b>
Retail sale of meat and meat products in specialised stores	123,149	33,689	373,600	7,441
<b>Manufacture of chemicals and chemical products</b>	<b>33,573</b>	<b>745,686</b>	<b>1,860,700</b>	<b>193,849</b>
Manufacture of basic chemicals	8,550	334,263	551,700	67,515
Manufacture of pesticides and other agro-chemical products	646	11,731	27,100	2,935
Manufacture of soap and detergents, cleaning and polishing preparations, perfumes and toilet preparations	8,000	75,135	259,400	17,648

Source: Eurostat

#### 2.6.1 Farm Animals

Policies for farm animal welfare potentially affect a wide range of businesses in agriculture and the wider food chain. There are direct effects on agricultural businesses involved in the keeping of farm animals, as well as other directly regulated activities such as transporters

and slaughterhouses. Indirectly policies affect a wide range of businesses involved in the processing, distribution and sale of livestock products.

While agriculture's share of economic activity continues to decline, it still provided employment for 8.9 million people in the EU25 in 2008, some 4.3% of the working population, and contributed €155 billion of the EU's Gross Value Added.

Livestock farming produced output of €149 billion in the EU27 in 2008 accounting for 41% of overall agricultural output (Table 2.2)<sup>39</sup>.

Table 2.2 Value of Agricultural Production, Producer Prices (EU27, €million, 2008)

	€million
<b>Total Agricultural Production</b>	363,186
<i>Of which:</i>	
Crop Production	198,734
Livestock Production	149,177
<i>Of which:</i>	
Cattle	28,915
Milk	52,699
Pigs	32,871
Eggs and Poultry	24,736

A further 1.0 million people are employed in food processing based on animal products, and 128,000 in the manufacturing of animal feed. Wholesaling of live animals employs a further 2,000 people and wholesaling of livestock products a further 289,000. There are also 374,000 jobs in specialist meat retailers (Table 2.1).

No data are available on the number of livestock transporters. DG SANCO figures indicate that there were 4,008 registered slaughterhouses in the EU in 2007.

## 2.6.2 Experimental Animals

The use of experimental animals occurs on a smaller scale than for farm animals but plays an important role in a variety of research and development (R&D) activities. The Impact Assessment for the revised Experimental Animals Directive estimates that 1,330 establishments across the EU use animals in experiments, with the number of breeders and suppliers of animals for experimental purposes estimated to number "several dozen". About 9,300 new projects involving animal tests are annually started in the EU-25, which often last for several years. An average project was estimated to cost about €300,000 over three years. This suggests annual expenditure in the order of €2.8 billion annually on research projects using animals.

On this basis the number of people employed in R&D projects using animals in the EU is estimated at 28,000<sup>40</sup>.

The Impact Assessment estimates a breakdown of projects as follows:

- Universities: 68.0% of projects
- Commercial organisations: 12.6% of projects
- Government departments 3.6% of projects

- Other public bodies 9.4% of projects
- Non-profit organisations 4.2% of projects
- Hospitals: 1.2% of projects
- Public health laboratories: 0.6% of projects.

Industrial sectors using experimental animals include pharmaceutical, chemical, pesticide, food and feed producers. These collectively support 343,000 companies in the EU, with turnover of €1,680 billion and employing 6.5 million people (Table 2.1).

### 2.6.3 Pet Animals

There are few official estimates of the economic significance of the pet industry. Available data are given in Table 2.3.

Table 2.3 Economic Data on European Pet Sector

	Year	Data	
Total pets <sup>41</sup>	2010	191	million
<i>Pet Food Manufacture<sup>42</sup></i>			
No of companies	2007	864	
Turnover	2007	€11.0	billion
Value added at factor cost	2007	€2.6	billion
<i>Employment (direct)</i>			
EU pet food industry <sup>43</sup>	2007	29,400	
EU pet sector (estimate) <sup>44</sup>	2009	289,000	
EU dog breeders (estimate) <sup>45</sup>	2009	32,000	
EU veterinarians for pets <sup>46</sup>	2009	78,000	
German dog sector <sup>47</sup>	2009	100,000	
<i>Other</i>			
Dog and cat sales EU <sup>48</sup>	2005	€1.3	billion
UK market for pet insurance <sup>49</sup>	2002	€180	million
Value of veterinary services related to companion animals in Sweden <sup>50</sup>	2004	€100	million

### 3 Response to the Evaluation Questions

This Chapter addresses the core of the evaluation. It provides answers to the eleven evaluation questions listed in Table 1.1. The answers are supported by data tables (Annex 5) and a series of endnotes (Annex 6).

#### 3.1 Question 1: To what extent has EU animal welfare legislation achieved its main objective i.e. to improve the welfare conditions of animals within the EU?

##### 3.1.1 Summary

**EU legislation has improved the welfare conditions for those groups of animals that are covered by targeted legislation, such as pigs, calves, laying hens, animals during transport and experimental animals. In order to be effective in achieving higher standards of welfare, legislative tools have to contain detailed requirements and cover all aspects of welfare. For zoo animals, EU legislation aims at biodiversity conservation and does not specifically refer to animal welfare. Welfare could be improved by providing more detailed requirements for the needs of wild animals.**

**Enforcement procedures are in place, both in Member States and at EU level. The systems appear to be functioning, but variations in enforcement undermine progress towards uniformly high standards across the EU. There is potential to achieve much higher standards of animal welfare by strengthening the enforcement of current EU legislation. The welfare assessment protocols developed in the EU funded Welfare Quality® project could be adapted for enforcement.**

**By extending the scope of EU welfare legislation, several other groups of animals could benefit from higher welfare standards. This can be achieved either through laws targeted at particular groups of animals or through a general EU animal welfare law. Non-legislative routes can also be utilised.**

##### 3.1.2 Introduction

Legislation is the main policy instrument used by the EU to improve animal welfare. Its effectiveness in improving the welfare of animals in the EU depends on the range and types of animals covered, the requirements of the legislation (including the level of welfare standards, how these compare to a general welfare framework and whether they are enforceable), and the extent to which legislation is enforced in practice at Member State and EU level.

Animal welfare science is multi-dimensional, including elements such as biological function (showing normal behaviour), physical health and fitness and sense of well-being. Welfare science is also in constant development and incorporating new insights, for example on the sentience of animals<sup>51</sup>.

The use of animals and their products by humans also introduces an important 'moral' judgement to animal welfare.

The complicated nature of the scientific field is reflected in the numerous definitions that exist for animal welfare, all emphasising different aspects. Three different positions have emerged<sup>52</sup>:

- The subjective experience approach, which focuses on animal feelings;
- The biological functioning approach, which emphasises optimal biological functioning needed for coping; and
- The natural living approach, emphasising the possibility to express natural behaviour and living a 'natural' life.



With the current state of scientific knowledge and the multi-factorial character of welfare science, describing an absolute level of welfare for a certain animal group or housing system is impossible. Welfare also depends to a great extent on the management of the system. There are however some generally-held views regarding the welfare potential of certain husbandry systems. For example, it is hard to conceive how the inherent limitations of the barren conventional cage could ever fully satisfy the welfare requirements of the laying hen<sup>53</sup>.

Science has shown that the intensive production systems currently in use throughout the EU are associated with welfare issues<sup>54</sup>. For example:

- In the case of pigs - housing does not always meet the animals' needs. Bored and frustrated animals can exhibit stress-related behaviour, such as biting the bars of their pens and biting the tails of other pigs. To prevent pigs from damaging each other, tail docking is common. Poor housing can give rise to respiratory and foot problems.
- In the case of laying hens - poultry housing systems should allow laying hens to forage, peck and scratch the ground, dust bathe, and move away in search of a nest and roost. Even where these conditions are met, stress-related behaviour such as feather pecking still occurs. To prevent hens from damaging each other through this behaviour, beak trimming is common.
- In the case of broilers - The main welfare issues for broiler (meat) chickens are associated with selective breeding for fast growth, aggressive mating behaviour and restricted feeding.
- In the case of dairy cows - Long term genetic selection for high milk yield is the major factor causing poor welfare in dairy cows. Some of the most important aspects of poor welfare are disease conditions, in particular foot and leg disorders and mastitis. Reproductive and behavioural problems are also relevant indicators of poor welfare<sup>55</sup>.
- In the case of farmed fish - Welfare of farmed fish remains a major concern for the European aquaculture industry. The main causes are to be found in environmental conditions (e.g. water quality), husbandry practices (e.g. feed and feeding regime), and the genetic make-up of the stocks<sup>56</sup>.

Welfare has traditionally been assessed on the basis of the housing and resources that have been provided (input- or resource-based measures). In recent years, the focus has shifted to outcome- or animal-based measures (e.g. lameness) as valid indicators of animal welfare, since welfare is a characteristic of the individual animal, not just the system in which animals are farmed<sup>57</sup>. Assessment systems for farm animal welfare increasingly use grouped measures (including resource- and animal-based measures) to address welfare criteria, in order to answer questions such as 'are the animals properly fed and housed?'

The main aim of a large EU-funded collaborative research project, Welfare Quality®<sup>58</sup> was to develop harmonised measures by which animal welfare could be monitored from farm to slaughter. The principles and welfare criteria developed in the Welfare Quality® project (Table A1.1) have been built on the well-known welfare framework of the Five Freedoms<sup>59</sup>. The Welfare Quality® principles and criteria have been used in the current evaluation to assess the potential of EU animal legislation to enhance welfare.

**As there is no single generally agreed parameter for welfare, a detailed quantitative analysis of improvement in animal welfare as a consequence of EU legislation is difficult. Therefore the scope, content and impact of EU welfare legislation has been analysed, taking account of views and evidence provided by stakeholders and Member State authorities.**



### 3.1.3 Assessment

#### 3.1.3.1 Analysis of the Scope and Content of Legislation

A legislative framework that ensures basic housing and care principles for animal species is a starting point for achieving good welfare. Only certain groups of animals in the EU benefit from targeted legislation that sets out housing and care requirements in detail. An assessment of the level of standards in the legislation and the number of animals covered by targeted legislation provides a broad indication of the overall scope of the legislation. This section considers the scope and content of legislation relating to:

- Farm animals;
- Transport of animals;
- Slaughter;
- Use of animals in experiments;
- Wild animals;
- Wild animals in circuses; and
- Other issues, such as trade in seal products.

#### *Farm Animals*

Tables A1.2 – A1.6 provide a comparison of the five main farm animal Directives (Farm Animals, Pigs, Calves, Laying Hens and Broilers) with Welfare Quality® principles and an assessment of the level of detail and the specificity of requirements in the legislation. The Directives for Pigs, Calves and Laying Hens contain most guidance, with details and more specific requirements on how to meet the standards. Both the Farm Animals and the Broiler Directives have fewer details and specificity and give mainly general directions. It should be noted however, that the Broiler Directive was drafted with the aim to measure welfare outcomes, rather than setting detailed standards<sup>60</sup>.

The clearest standards are given in the areas of feeding and housing, with a moderate level of guidance on health aspects. All Directives, except the Pigs Directive, provide little guidance on allowing animals to perform appropriate behaviour. This is a welfare concern, as welfare goes beyond good housing, feeding and health<sup>61</sup>. These findings support views from stakeholders and Member State representatives, that specific guidelines are important if high standards of welfare are to be achieved.

**This analysis shows that the standards set by the Directives for Pigs, Calves, Laying Hens and Broilers (when implemented), have the potential to raise the welfare of these groups.** 1.4 billion farm animals<sup>62</sup> fall under the scope of these Directives<sup>63</sup> (see summary Table 3.1 and full details in Table A1.7).

Large groups of farm animals are not covered by specific EU welfare legislation<sup>64</sup>, as shown in summary Table 3.1 (full details in Table A1.8). The totals shown are 868 million farm animals and 1.3 billion tonnes of fish in aquaculture.

Table 3.1 Summary of Terrestrial and Aquatic Farm Animal Numbers in Europe

Animal group (specific EU Directives)	per 1000 head	Year
Calves	25,069	2009
Layers	453,393	2009
Pigs	151,963	2009
Broilers	793,500	2007
<i>Total</i>	<i>1,423,925</i>	
Animal group (no specific EU Directives)	per 1000 head	Year
Cattle (without calves)	63,232	2009
Sheep	88,810	2009
Goats	13,042	2009
Turkeys	197,452	2009
Geese	13,289	2009
Ducks	154,584	2009
Horses	4,064	2008
Fur animals (mink, fox, finnraccoon)	26,213	2008
Rabbits	307,933	2008
<i>Total</i>	<i>868,620</i>	
Aquaculture (tonnes live weight)	1,306,652	2007

Source: Data from Eurostat, FAOSTAT and EFBA - see details in Tables A1.7 and A1.8.

### Transport Legislation

**It is generally recognised that the Transport Regulation has assisted in raising animal welfare standards compared to previous legislation.** Despite this, many stakeholders raised concerns about its effectiveness. Some requirements are unclear due to a lack of scientific basis or limited practical applications and enforcement. As transport is a much debated subject in relation to welfare<sup>65</sup>, some of the main issues from the Regulation are briefly discussed here<sup>66</sup>.

The Regulation requires higher standards than previous legislation (Table A1.9). It provides a standardised framework and minimum standards for animal welfare during transport across all Member States. It addresses the fitness of animals for transport. This, coupled with improvements in the design of modern livestock vehicles required by the Regulation, has been recognised by the industry and welfare organisations as being a key factor in improving welfare.

New requirements for mechanical ventilation, temperature monitoring and vehicle navigation systems on vehicles making long journeys are now implemented and offer the potential for further improvements in animal welfare. However, the scientific basis for temperature limits for animals is questioned by the industry, welfare groups and scientists<sup>67</sup>.

The Regulation requires those dealing with animals during transport, including at markets and assembly centres, to be trained and demonstrate their competence in handling. There are also requirements for documentation relating to the movement of animals (animal transport certificates, journey logs, etc.). This has provided a framework within which Competent Authorities can monitor livestock movements<sup>68</sup>. Harmonised formats for certificates mean that there are fewer issues when transporting livestock across the EU, especially as Member States are now required to provide contact points to improve the exchange of information. Some in the industry consider the paperwork more burdensome, but generally it is thought to be a positive step. Despite the introduction of more electronic based systems there is still an additional burden of keeping paper records for inspection at a later date.

There is confusion over the specific requirements for GPS systems to “track” vehicles, specifically where the data will be stored and who has access. Some transporters have already made significant investments in operational systems that they assume meet the requirements of the legislation but there is ongoing concern that future interpretation of the Regulation may mean that reinvestment is needed to meet new standards.

Stakeholders argue that further scientific research is required to assist better definition of the acceptable maximum journey times and recovery periods for the different species and ages of animals that are transported. Younger animals and horses are of particular concern. Furthermore, in the experience of hauliers, Member States interpret the requirements on journey times differently.

The requirement for all species to be unloaded during 24-hour rest periods interacts with the limits on journey times, since shorter journey times require more frequent unloading, and sufficient facilities to meet this requirement do not exist. It is recognised that some species need to be unloaded, while others, such as pigs, may be kept on the vehicle and rested, fed and watered quite satisfactorily although this needs to be done in appropriate locations.

There is a disparity between animal travelling times and drivers' hours. If harmonisation were possible between these two requirements, it is anticipated that there would be better compliance and ease of enforcement, as there are existing procedures across Europe for checking drivers' hours.

### *Slaughter Legislation*

Regulation (EC) No 1099/2009 on slaughter (to be applied from January 2013) replaces Directive 93/119/EC on the protection of animals at the time of slaughter or killing. That Directive covered animals kept for the production of food, wool, skin, fur and other products. The new Regulation falls outside the prescribed time frame of the current evaluation.

The basic principle embedded in the Directive was that animals should be spared avoidable excitement, pain or suffering during movement, lairaging, restraint, stunning, slaughter or killing. However, the levels of compliance and enforcement varied widely across the EU. The Directive had not been substantially amended since its adoption although substantial scientific and technical developments had occurred.

Stakeholders anticipate that the new Regulation will deliver significant improvements in animal welfare. Table A1.10 highlights some main differences between the Directive and the new Regulation. The Regulation acknowledges the evolving level of scientific evidence in favour of sentience in fish and states that they should be spared any avoidable pain, distress or suffering during their killing and related operations. Owing to the large differences between species of farmed fish, as well as inadequate scientific data, detailed requirements for targeted groups are not provided in the Regulation.

The Regulation allows Member States to adopt additional national standards in some areas, although this is cause for concern for some animal welfare NGOs. For example, the derogation for religious slaughter can lead to large groups of animals being slaughtered

without stunning, depending on national legislation. Animal welfare NGOs would have liked a commitment to phasing out stunning for poultry in electrical water baths and carbon dioxide stunning or killing of any animal by use of carbon dioxide. Such views are based on scientific evidence<sup>69</sup>. An animal welfare NGO expressed concern about the permitted killing methods of fur animals, including carbon dioxide<sup>70</sup>, carbon monoxide and head-to-tail electrocution.

### *Experimental Animals*

Legislation on animal experimentation is very different from law on other aspects of animal welfare, where the ultimate objective is to ensure that the animals are protected from harm. Experimental animals cannot always be protected from pain and discomfort. The objectives of the legislation on experimentation generally relate to what can be done to animals as well as to identification of measures to eliminate unnecessary suffering. Directive 86/609/EEC on animals used for experimental and other scientific purposes has therefore sometimes been called 'permissive'. Applying the welfare framework from Welfare Quality® is difficult.

The Directive specifies general principles on how animals can be used for experimental purposes, requirements for training and education of the personnel, sets guidance on housing and care, requires the use of alternative non-animal methods when reasonably and practicably available and in case animals need to be used, requires methods that use the minimum numbers and inflict minimum pain, suffering, distress and lasting harm on animals.

The field of animal experimentation lacks transparency and the research community is reluctant to disclose information<sup>71</sup> and it is therefore difficult to assess the effect the Directive has had. Around 12 million experimental animals<sup>72</sup> fall under the scope of the current Directive (see Table A1.11 for 2005 data<sup>73</sup>).

NGOs focussing on experimental animal welfare see the existing Directive as too narrow in scope - it excludes a number of species of concern and also various types of experiments or uses of animals, and it does not explicitly mention the concept of the 3Rs (Replacement, Reduction and Refinement<sup>74</sup>). The wording of the Directive followed Council of Europe Conventions - these are open to interpretation and therefore difficult to enforce. The Directive does not require compulsory authorisation of experiments or ethical review processes.

The reporting system in the existing Directive was criticised as being inadequate and outdated by one NGO focussing on experimental animal welfare. At the moment most Member States publish basic statistical information on a yearly basis, but only a few Member States publish information on ethical evaluation. This means that it is difficult to assess the welfare impact that practices have on animals.

Despite these points of criticism<sup>75</sup>, NGOs focussing on experimental animals and representatives of the pharmaceutical industry have acknowledged that the Directive has established minimum standards and that this has helped to improve conditions for experimental animals. The Directive has also been a driving force for improvements in national legislation within some Member States.

The revised Directive<sup>76</sup> targets the implementation of the 3Rs, with a specific focus on Refinement and Reduction, while the Replacement principle remains as the ultimate goal in areas where this is scientifically not yet feasible. All uses of animals will be subject to authorisation and a compulsory project (ethical) evaluation.

The wider scope of the new Directive in terms of species<sup>77</sup> is viewed by consulted experimental animal NGOs as a positive step forwards. However, there is concern that the Directive will not include other invertebrates that are considered as sentient, such as decapod crustaceans<sup>78</sup>. The new legislation will set tighter rules for the use and care of non-human primates and introduces a ban on the use of great apes in procedures, but

neither the existing nor revised Directive sufficiently address the use of other species that the public are concerned about, such as dogs and cats<sup>79</sup>.

The principle of protecting animals is beginning to be incorporated in other legislation that (directly or indirectly) requires use of animals. For example, the principle of the 3Rs, (particularly the use of alternatives, where available), is included in the REACH Regulation, Directives on biocides and plant protection products, and the 7th amendment to the Cosmetics Directive. These all now include requirements for data sharing and statements that using animal tests to obtain data should be the last resort. The Cosmetics Directive includes clear timetabled bans on animal use and this had a meaningful impact on the cosmetics industry, pushing it to develop non-animal alternative methods within a set deadline.

### *Wild Animals*

The Zoos Directive 1999/22/EC covers wild animals kept in zoos<sup>80</sup>, including fish and invertebrates. Wild animals kept in circuses, pet shops, bred for hunting or kept in small numbers, or not available for exhibition to the public, are not covered by the Directive. The Directive effectively implements the requirements of the 1992 Convention on Biological Diversity<sup>81</sup> to take ex situ conservation measures to protect biodiversity within the EU, requiring zoos and aquariums to adopt a conservation role<sup>82 83</sup>.

The primary objective of the Directive is conservation, and animal welfare is not specifically referred to. Article 3 does require zoos to accommodate animals under conditions which “aim to satisfy the biological and conservation requirements of the individual species”, but as a conservation, rather than a welfare measure. The Directive sets a framework for Member States and its preamble suggests that guidelines produced by the European Association of Zoos and Aquaria (EAZA)<sup>84</sup> and other organisations could assist in the development and adoption of national standards.

Although the Welfare Quality® principles and criteria were originally developed for farm animals, they describe a framework of welfare that can also be applied to other animals in captivity. Table A2.12 provides a comparison of the Zoos Directive with Welfare Quality® principles and an assessment of level of detail and specificity of requirements in the legislation<sup>85</sup>. There is very little detail or specificity within the Directive on measures for animal welfare. As a result, it has limited potential to raise the welfare of zoo animals. Animal welfare NGOs have underlined this as the main issue that inhibits the raising of welfare standards in Europe's zoos<sup>86</sup>.

Accurate data for the number of wild animals kept in Europe's thousands of zoos are not available<sup>87</sup>. Table A1.13 gives estimates for some of the main animal groups in the zoos in 12 Member States. This data are summarised in Table 3.2 below. Extrapolation of these estimates to 27 Member States, increases the overall number of animals covered by the Zoos Directive to around 0.8 million animals. However, as the data does not include fish and invertebrates, it is extremely likely that the Directive affects well in excess of 1 million animals. This is in line with the view of an NGO concerned with wild animals which has estimated the number of wild animals at between one<sup>88</sup> and five<sup>89</sup> million.

Table 3.2 Summary of Estimates of Categories of Wild Animals Kept in European Zoos

Animal category	Estimated numbers
Mammals	85,834
Birds	108,259
Reptiles	51,903
Amphibians	14,240
Other	100,046
Total for 12 Member States	360,282
<i>Extrapolation to 27 Member States</i>	<i>810,634</i>

See table A1.13 for a full list and details of sources.

#### *Wild Animals in Circuses*

Circus animals are explicitly excluded from the Zoos Directive and no centralised EU welfare legislation for circus animals in Europe exists. The exact number of wild animals used in circuses is not known. The European Circus Association (ECA) estimates that more than 1000 circuses operate across Europe. It is estimated that these use some thousands of wild animals<sup>90</sup>. Some Member States have specific legislation on circuses which, in many cases, has the effect of discouraging the use of non-domesticated animals in circuses through bureaucratic measures. There is a high degree of pressure from animal welfare NGOs to restrict or ban the use of non-domesticated animals in circuses.

Circuses have to register under Regulation 1739/2005<sup>91</sup>, which focuses on animal health<sup>92</sup>. It requires registration of circus animals and details of their owners with national authorities, and could therefore allow authorities to use this information for controls related to animal welfare<sup>93</sup>.

Information on the welfare status of animals in circuses is scarce. The issue has been investigated in the United Kingdom and the Netherlands with a view to assessing the need for circus legislation. Working groups looked at the welfare of animals in circuses (NL) and reviewed the scientific evidence concerning circus animal welfare (UK). The UK group<sup>94</sup> reported that there is a lack of scientific evidence and therefore the development of policy will have to be based on political decisions. The Dutch group<sup>95</sup> recommended the development of minimal legal standards for keeping and using animals in circuses.

There is a lack of clarity about whether and how the Transport Regulation applies to circus animals. Some Member States require circuses to comply with the Regulation as it refers to animals involved in “economic activity”. However other Member States do not<sup>96</sup>. The Regulation does apply to the transport of wild zoo animals.

#### *Wild Animals – Other Categories*

The two other issues on which the EU has legislated to effect improvements in the welfare of wild animals are Regulations for trade in seal products and the use of leghold traps<sup>97</sup>.

#### *Regulation on Trade in Seal Products*

Directive 83/129 on the importation of skins of certain seal pups<sup>98</sup> had previously closed the borders of the EU to the fur obtained from the youngest harp and hooded seal pups (‘whitecoats’ and ‘bluebacks’). The market for whitecoats collapsed when the Directive was implemented but trade in non-whitecoats rose as the commercial sealing industry shifted its attention to the hunt of slightly older seal pups having already moulted their white coats.



This meant that the products of the seal trade could continue to be placed on the EU market.

The 2009 Regulation prohibits the placing on the EU market of all seal products subject to limited exemptions. It responds to the genuine concerns expressed by EU citizens about the animal welfare aspects of the seal hunt while at the same time ensuring that the fundamental economic and social interests of Inuit communities engaged in the hunting of seals as a means to ensure their subsistence are not adversely affected.

### *Trapping Standards*

Regulation 3254/91 on leghold traps and pelts and goods of wild species<sup>99</sup> banned the use of leghold traps in the EU. Whilst its direct impact within the EU was high, the banning of imports of products that have been obtained using such traps in third countries took some time. For this purpose an agreement was reached in 1998 between the EU, Russia and Canada<sup>100</sup> (the primary exporters of wild animal fur) and the US<sup>101</sup> which aimed to ensure a sufficient level of welfare of trapped animals. The animal welfare NGOs are of the view that the pressure from these third countries weakened the leghold Traps Regulation, as it allowed trappers in those countries to continue to use leghold traps if they meet the standards. A proposal to implement the Agreement in the EU was rejected by the European Parliament<sup>102</sup>.

In 2004, the Commission attempted to address this by adopting a proposal for a Directive introducing humane trapping standards for certain animal species. This proposal was rejected by the European Parliament in 2005. The alleged reasons for the EP rejection were manifold<sup>103</sup>.

### *Pet Animals*

The welfare of pets is currently not the subject of EU legislation. Data on the number of pet animals in Europe are patchy and variable in quality. According to the European Pet Food Industry Federation<sup>104</sup> there are 191 million pets in Europe, with 60 million cats and 56 million dogs (Table 3.3). The Federation of Veterinarians (FVE) has noted that there is a tendency for the cat population to increase, whereas the dog population is decreasing, and that there is a growing trend towards keeping unusual or exotic species.

Data for different Member States are given in Table A1.14. This table shows a total of about 181 million pets for 2009, with a total of 58.7 million cats and 63 million dogs for 2004 (but note the gaps in the data). The expenditure on pet supplies (mainly food) was a total of €18.6 billion in 2009.

**Table 3.3 Summary Data on the Number of Pets in Europe**

<b>2010</b>	<b>Million</b>
Number of households with pets	62
Number of cats	60
Number of dogs	56
Number of birds	35
Number of other pets	40
Total pets	191

Source: FEDIAF ([www.fediaf.org/the-european-pet-food-industry/facts-figures/](http://www.fediaf.org/the-european-pet-food-industry/facts-figures/)), accessed December 2010.

Increasing areas of pet welfare concern are inbreeding of cats and dogs<sup>105</sup>, pet obesity, stray dogs and intensive rearing of pets, especially puppies, for commercial trade<sup>106</sup>.

### *Cat and Dog Fur and Products Containing such Fur*

The ban on cat and dog fur and products containing such fur (Regulation 1523/2007<sup>107</sup>) relates mainly to trade issues, and responded to consumer's concerns of possible introduction into the EU of cat and dogs fur, since there may have been indications of animals kept and slaughtered inhumanely. The Regulation banned imports but animal welfare NGOs expressed concern about whether it is being properly enforced.

#### 3.1.3.2 Consultees' Views on the Scope and Achievements of EU Legislation

In the online consultation, respondents were asked whether EU animal welfare policy has substantially contributed to enhancing the welfare of animals<sup>108</sup>. The results are broadly consistent with the scope of the policy, which provides greatest protection for farm animals and least protection for pets and wild animals:

- For farm animals, 50% of respondents agreed or strongly agreed that the EU has substantially contributed to enhancing their welfare, 20% were unsure and the remaining 30% disagreed or strongly disagreed.
- For experimental animals 44% agreed or strongly agreed, 22% were unsure and 33% disagreed or strongly disagreed that the EU has substantially contributed to enhancing their welfare.
- For pets there was significant disagreement, and only 16% agreed or strongly agreed, 27% were unsure, while a total of 57% disagreed or strongly disagreed. The fact that 16% of respondents agreed with this statement suggests that they are unaware of the current lack of EU policy in that area.
- For wild animals, only 14% agreed or strongly agreed, 21% were unsure, but 66% disagreed or strongly disagreed with the statement.

Animal welfare NGOs and sector bodies highlighted animal groups that they think would benefit from EU welfare legislation. Most mentioned were 1) farm animals: cattle, turkeys, ducks, geese, goats, rabbits, horses, farmed fish<sup>109</sup>. 2) pets; 3) cloned animals for experiments<sup>110</sup>; and 4) wild animals in circuses, sanctuaries and kept as pets, animals reared for hunting (e.g. game birds). **These animal groups mentioned are amongst the largest populations that are not currently covered by specific legislation (see numbers in Tables 3.1 and 3.3).**

The number of wild animals in captivity in zoos is relatively small in comparison with the farm animal categories. NGOs are concerned that the focus of the Zoos Directive on conservation and biodiversity objectives means that it has little to offer in terms of improving animal welfare among zoo animals.

#### 3.1.3.3 The Scope of EU Legislation

Animal welfare is amongst the principles that the EU aims to respect when formulating new policy, especially when there is a link between animal welfare and the main EU policies<sup>111</sup>. **EU animal welfare legislation has focused thus far on food-producing animals, but there is debate on whether to extend legislation to all animals in captivity.** Besides the food-producing animals not included so far, legislation could include wild animals kept for entertainment and education purposes (zoos and circuses, dolphinariums), animals in sanctuaries or wild animals kept and reared for recreational activities such as hunting, and also pets. The European Parliament supports this by accepting the Paulsen report<sup>112</sup>. The report considers that Article 13 of the Treaty on the Functioning of the European Union has created a new legal situation and that the article applies to all animals<sup>113</sup>.

The current scope of EU welfare legislation could be extended to include large groups of animals for which welfare concerns exist. One policy tool that has been suggested for achieving this is a general EU animal welfare law. The legal feasibility of such a proposal would need to be explored, as currently the EU has no legal competency for animal welfare as such. Such a law was recommended in the Paulsen report and this idea is also supported by several NGOs and some Member States.



Such a law could contribute to a common understanding of the concept of animal welfare across Europe, for example, by imposing a clear duty of care for users and keepers of animals. One welfare law could be a quicker and more efficient way to bring several animal groups under protection, in comparison with designing separate pieces of specific legislation, each of which would have a long inception phases. A general welfare law could be designed as a framework law, overarching current specific pieces of legislation, to simplify the current set of laws. Alternatively, it could be a basic law setting out general principles, accompanied by guidelines on the care of specific animal groups. Both options would have to be clear enough to be enforceable.

If legal tools to extend the scope of EU welfare legislation are not feasible, non-legislative routes for achieving improved welfare conditions could be explored. Options are stimulating regulatory initiatives (e.g. voluntary standards with production rules) or non-regulatory initiatives (with no production rules, such as education and information initiatives or quality assurance schemes)<sup>114</sup>.

Other options are agreements between sector bodies, parties in the production and retail chain, civil society and governmental bodies. This has been a successful approach in some Member States, such as The Netherlands (see example on pig castration)<sup>115</sup>.

The possibility of extending the scope of EU policy to all animals in captivity is supported by several animal welfare NGOs, but has created concerns amongst other stakeholders, for example hunters. The strong representation of this group in the response to the online consultation illustrates their concerns (Annex 4). This could also explain the pattern of responses to the question about whether respondents viewed it as important that the EU is involved in welfare policy for wild animals. There was strong disagreement with involvement: 9% agreed or strongly agreed, 3% were unsure, and 88% disagreed or strongly disagreed<sup>116</sup>.

There is increasing discussion on whether pets should be covered by EU wide legislation. The public and organisations that responded to the online consultation were asked whether they viewed it as important that the EU is involved in welfare policy for pet animals. There was fairly strong agreement for the EU's involvement: 55% agreed or strongly agreed, 6% were unsure, and 39% disagreed or strongly disagreed<sup>117</sup>.

#### 3.1.3.4 Enforcement

The analysis of the content of legislation against the chosen welfare framework in the above section has given an indication of how enforceable the legislative tools are in the context of achieving higher welfare standards. It is shown that when legislation has more specific details, it is easier to enforce and welfare conditions can be improved. However, the impact on welfare not only depends on the scope, design and enforceability of EU legislative tools, but also on the systems and level of enforcement at Member State level. The degree of enforcement is also influenced by understanding the relevant issues by the operators involved.

Member States have responsibility for the effective management of the EUPAW in their respective territories and for allocating sufficient resources to achieve this. Member States have underlined that more detailed legislation assists with the legal process of enforcement. This is one of the reasons for some Member States to add more detail when transposing EU legislation to national legislation (see Section 3.2). The contrast between the Zoos Directive and specific farm animal legislation illustrates that the lack of specific guidance in a directive<sup>118</sup> can inhibit progress towards improved animal welfare.

Attitudes to, and practice of, enforcement are discussed with reference to legislation on:

- Farm animals;
- Experimental animals;
- Zoo animals; and

- Pets.

#### *Farm Animal Legislation*

Animal welfare NGOs have acknowledged that significant improvements have been made in the welfare of farm animals<sup>119</sup> although there is potential to achieve much higher standards. **There is general agreement amongst the range of interviewed stakeholders, including animal welfare NGOs, sector bodies and several Member State officials, that enforcement needs to be improved if higher standards are to be achieved.**

A frequent view expressed by stakeholders interviewed was that enforcement of animal transport legislation is an issue. The view from both industry and welfare groups is that better and more uniform enforcement is needed. Member States have not enforced rules governing aspects of animal transport equally, causing uncertainty when animal transport crosses different Member State boundaries. The data submitted to the Commission for inspection activities for animals during transport indicated large differences in levels of inspection between different Member States (see Section 3.11). Infringements of transport legislation are illustrated by an ongoing European Court of Justice (ECJ) case against Greece<sup>120</sup>.

In most Member States, farm animal welfare policy is the responsibility of a ministry of agriculture. However, enforcement is often supported by a separate inspection service (of the ministry) or a completely separate body. In federal states (e.g. ES, DE), inspection duties are devolved to regional inspection services. Inspections are mostly performed by (state) veterinarians, assisted by private veterinarians<sup>121</sup> and by technical/welfare officers. Inspections of compliance with transport legislation in Member States are made by veterinarians, the police or by separate road transport inspectorates. A noted limitation, with regard to veterinarians inspecting transport, is that they do not always have the authority to stop vehicles on the public road, so they have to rely on police assistance. This limits the ability to enforce transport legislation.

Slaughter practices are inspected by veterinarians present in slaughterhouses. In some Member States, inspectors use check sheets or lists (e.g. BE<sup>122</sup>, FR, IT), to aid (and standardise) the inspection visits. Depending on the internal administrative organisation of Member States, welfare checks are not always made in dedicated visits, but combined with other checks (e.g. for food safety or environmental matters under cross-compliance in DK, UK). When animal welfare inspections are combined with cross-compliance checks, or if the specific control competent authorities are also responsible for cross compliance, CAP payments may be reduced or even completely withdrawn depending on the severity, extent, permanence and repetition of the non-compliance. The sanctions under provisions transposing EU animal welfare Directives into national law shall apply independently and complementarily of cross-compliance reductions. The UK found that with such a system, producers reacted quicker than before, with a positive effect on animal welfare.

Compliance with legislation is partly dependent on the perceived risk of being inspected and the sanctions against infringements. Data on farm inspections reported to the Commission (Section 3.11) show a rate of non-compliances of 68%<sup>123</sup>. With regard to the frequency of inspections, most Member States take a risk-based approach to determination of the location and frequency of inspections. The ministries decide on a percentage of farms/holdings that need to be checked (often in the region of 5%-10%)<sup>124</sup>. Some Member States mentioned that the inspection visits are not announced in advance.

Member States also provided information on the system of dealing with infringements. Initially warnings are issued so that the situation can be corrected. On-the-spot fines are given, although not all inspectors have the competency to do that<sup>125</sup>. Infringement cases can also be taken to court. Comparing the size of fines between Member States is difficult due to limited information available<sup>126</sup> and the economic differences between Members States. However, for fines to be effective, they have to outweigh any cost savings from non-compliance and thus should be in relation to the relevant revenues. A more

harmonised approach to dealing with infringements across the EU could assist with enforcement.

The FVO plays an important role in monitoring enforcement of EU legislation on farm animal welfare. Missions are carried out in different Member States in order to assess if the systems in place ensure compliance with EU legislation<sup>127</sup>.

The FVO prepares inspection missions carefully, involving consultations with other services of DG SANCO and the relevant Competent Authority (CA) in the Member State. There is good coverage of all Member States in respect of missions. Some Member States receive more regular inspections, on the basis of criteria such as production levels, risks, previous reports (especially if non-compliances<sup>128</sup> were found) or complaints. In practice, individual Member States are generally subject to an animal welfare mission only once a year at most.

The FVO reported that there is a good level of compliance with the Calves Directive in Member States and cross-compliance has stimulated improvements. However, most missions have found non-compliances and infringements of EU animal welfare directives and regulations<sup>129</sup>. The following non-compliances are most often identified during missions by the FVO:

*On farm* - Most CAs have adequate procedures for carrying out on farm checks, but their capacity for enforcement is often a problem. Common deficiencies:

- Laying hens: overstocking of conventional battery cages and lack of claw shortening devices
- Pigs: the lack of material for manipulation<sup>130</sup>

*During transport* – common deficiencies:

- Overstocking
- Lack of equipment for long distance transport, in particular appropriate drinking devices for different types of animals.

*At slaughter* - common deficiencies:

- Lack of effective stunning for poultry
- Excessive use of the derogation for stunning in slaughterhouses
- Inappropriate restraint of small ruminants.

For slaughter and transport checks, the FVO also stated that personnel that perform inspections on behalf of the CA also need to be supervised and checked, otherwise the level of enforcement is weak.

Procedures for follow-up actions after each mission are in place, including the opportunity for the CA to comment on actions required, before a final report is issued<sup>131</sup>. The FVO also uses indicators to monitor the status of all animal welfare follow-up activities. Recommendations are made to Member States<sup>132</sup>. However, there appear to be delays in pursuing and gaining responses to recommendations and in achieving compliance. Several cases are not resolved until the next inspection mission<sup>133</sup>. Sometimes, this can be the result of EU legislation being ambiguous, so that the FVO raises a matter as a non-compliance requiring corrective action, but the CA considers that it is, in fact, compliant. There does not seem to be an adequate system in place to deal with such situations quickly.

**The FVO's role is clearly defined but its impact in enhancing welfare standards is limited by the frequency of inspections, the limited species that can be covered and the difficulty of resolving cases of conflict with a Member State.**

Several stakeholders acknowledged the quality of the work done by the FVO, but questioned the adequacy of the number of inspections performed. It was also mentioned that missions are announced in advance, so that the FVO may not always witness the normal day to day procedures in the Member States.

#### *Experimental Animal Legislation*

There is currently no EU system of inspections of compliance with the legislation governing animal experimentation, and Directive 86/609/EEC only states that inspections need to be periodic. In most Member States experimental animal policy falls under the same ministry as farm animal policy (in animal welfare units). However, in a few Member States the responsibility lies elsewhere (e.g. Ministry of Public Health, NL; Home Office, UK) or in a separate advisory board (e.g. DK). These bodies deal with the licenses that are needed to perform experiments or are given advice on license applications by (national) ethical committees (e.g. PL, NL, UK, HU, FR, DK). The system of inspections varies greatly among the Member States. Inspections may be organised, regular and unannounced, or not scheduled according to a clear plan.

Sanctions against infringements include warnings, the revoking of licenses and prosecutions. From the limited amount of information available, it is difficult to evaluate how effective these sanctions are<sup>134</sup>.

The revised Experimental Animals Directive requires much more stringent inspections (30% of user establishments annually) including unannounced inspections, reporting and in cases of due reason for concern, a possibility for the Commission to control national inspection systems. It is not clear yet how this will be established. Its success will depend on adequate resources being devoted to implementing robust measures and the functioning of the national inspection systems. **The role of controls for the new Experimental Animals Directive could potentially be fulfilled by the FVO, given adequate additional resources, because of its existing infrastructure and experience with inspections.**

#### *Zoo Animal Legislation*

The inspection framework required by the Zoos Directive is provided by the respective Member States which are therefore, responsible for ensuring that zoos operating within their territories meet the required standards. Table A1.15 provides an overview of the systems of enforcement of the Zoos Directive in 12 Member States. It shows that in 2008, several zoos were still not licensed, despite the fact that according to Article 4(2) of the Directive, every zoo should have a license granted by the competent authority by the given deadline of 9 April 2003. It also shows that there was widespread variance in enforcement by Member States.

The lack of progress with the implementation and enforcement of the Directive led to an action against Spain by the European Commission<sup>135</sup>. The case was for failing to fulfil obligations under the Directive in respect of certain Autonomous Communities, by failing to licence zoos, and failing to order the closure of those zoos not licensed.

Animal welfare NGOs express concern that several Member States do not have the tools necessary to apply the legislation (for example, trained inspectors). This is partly due to a lack of basic biological understanding of animals in zoos, a shortage of knowledge of animal welfare (and its assessment) among zoo veterinarians and zoo inspectors, and a lack of training in these matters. Animal welfare NGOs have investigated the implementation of the Zoos Directive<sup>136</sup> and monitor the situation of wild animals in captivity<sup>137</sup>. A recent tour of 20 EU Member States, investigating conditions in zoos and holding meetings with the Competent Authorities, found that Member States still need to improve their enforcement<sup>138</sup>.

**There is a need for stringent supervision to ensure compliance with the Zoos Directive. This has also been raised in the Paulsen report on the evaluation of the EU Animal Welfare Action Plan.**

### *Pet Animal Legislation*

Enforcement of (national) legislation on pets (see also Section 3.2) varies widely across the Member States. In some, action is in response to complaints about animal abuse. Others have veterinarians inspecting trade establishments (FR), while others leave inspection to inspection services of animal welfare NGOs (e.g. in UK, NL).

### *Views on Enforcement*

In the online consultation, responses to the statement that “animal welfare varies significantly within the EU because of differing legislation and enforcement issues across the Member States” showed that: 54% agreed or strongly agreed, 12% were unsure and 34% disagreed or strongly disagreed<sup>139</sup>. It is noted that views on harmonisation of the legislation itself as well as enforcement may also have informed these views.

**All Member States interviewed as part of this evaluation have systems in place to perform welfare inspections. Despite this, enforcement is seen as inadequate by a wide range of stakeholders, including animal welfare NGOs, industry representatives and some Member States.** The Paulsen report on the evaluation of the EU Action Plan also called for better enforcement of existing legislation to achieve higher standards of welfare.

Future welfare legislation may be increasingly based on welfare outcomes and therefore less prescriptive. Monitoring the effect of the Broiler Directive will provide information on whether this approach can be effective.

Effective enforcement relies on skilled assessors, especially if more outcome-based measures are to be used. The EU funded Welfare Quality® project developed assessment protocols for poultry, pigs and cattle, which can be used in such assessment systems. The developed protocols contain standard descriptions of the measures, data collection, sample size and the order in which the different measures should be carried out<sup>140</sup>.

Concern was expressed by several stakeholders, and also in the Paulsen report, that currently the knowledge is lacking as to how to use the new indicators in a practical farm situation and how they could assist with enforcement of welfare legislation. Furthermore, assessors would have to be trained in order to standardise the implementation of the assessment and achieve high repeatability. Disseminating this knowledge to farmers can also benefit on-farm animal welfare. . **It would be valuable to investigate the further development of the Welfare Quality® project welfare assessment protocols for welfare legislation enforcement.**

#### 3.1.4 Recommendations for Question 1 (welfare assessment)

The analysis above suggests that the issues to be addressed by future policy might include:

- Increasing levels of enforcement of existing legislation, in order to ensure that it meets its potential to improve welfare conditions. There is a need for more uniformity in enforcement systems across Member States, a more harmonised system of penalties across the EU, clearer legislative requirements where they cause different interpretations for enforcement, and an increased number of missions by the FVO.
- Considering extending the scope of EU welfare legislation to include large groups of animals for which welfare concerns exist. This can be achieved through specific animal legislation or through a general EU animal welfare law, although the legal feasibility of such a proposal would need to be explored. Such a law could contribute to a common understanding of the concept of animal welfare across Europe by imposing a clear ‘duty of care’ for users and keepers of animals. A general animal welfare law could be designed as a framework law, overarching current specific pieces of legislation, or a basic law setting out general principles, accompanied by guidelines on the care of specific animal groups. Both options would have to be clear enough to be enforceable.



- Exploring non-legislative routes for achieving improved welfare conditions to complement existing legislation, for example by stimulating regulatory or non-regulatory initiatives or agreements between sector bodies, parties in the production and retail chain, civil society and governmental bodies.
- Stimulating further development of the Welfare Quality® project welfare assessment protocols for welfare legislation enforcement.
- Enhancing the effectiveness of zoo animal legislation through better enforcement and by providing more detailed requirements for the needs of the animals under its scope. The EU could play a role in this. However it can also be equally achieved by an exchange of knowledge and expertise between Member States, for example by developing joint guidelines.
- Developing an inspection body to support the enforcement of the revised Experimental Animals Directive, and examining whether the FVO should take up this role.

### 3.2 Question 2: To what extent has EU legislation on the protection of animals ensured proper functioning of the internal market for the activities concerned?

#### 3.2.1 Summary

**EU legislation on the protection of animals has contributed to, but not fully ensured, the proper functioning of the internal market for the economic activities affected. In those areas where specific EU animal welfare legislation is in place, it has made progress in harmonising standards of animal welfare across the EU. Without it, standards would undoubtedly be lower than they are today in some Member States, and higher in others. Much greater variations in standards exist for those animals outside the scope of current EU legislation, such as dairy cows and pets. These groups of animals would benefit from harmonised EU legislation to achieve higher standards of welfare.**

**Harmonisation is seen as important by Member States and stakeholders in avoiding competitive distortions within the internal market. Although animal welfare standards are only one factor affecting patterns of production and trade, there is evidence that they can have an impact.**

**Despite the progress made, there is more to do – the harmonisation effort is still work in progress. A lack of clarity in the EU standards has become a barrier to effective harmonisation in some areas. Some Member States have implemented standards that go beyond those set by EU law. Most importantly, there are variations in enforcement which mean that the effective harmonisation is less than is suggested by an analysis of the standards laid down in law.**

#### 3.2.2 Introduction

EU policy recognises that the establishment of an internal market based upon the free movement of goods depends upon an adequate level of harmonisation of standards. Recognising that Member States and consumers have certain expectations in relation to animal welfare, one of the aims of EU legislation is to facilitate the functioning of the internal market by harmonising animal welfare standards. The degree of effective harmonisation depends not only on the legislation introduced but also the extent to which it is enforced and the desired standards delivered.

In addressing this question we consider:

- First, the degree to which animal welfare legislation has harmonised standards within the EU. This is based on a review of EU and Member State legislation, findings from

the national missions, and information from the EconWelfare<sup>141</sup> project. This is supplemented by stakeholder views gathered for this evaluation (both via interviews and the online consultation) and evidence relating to enforcement (Section 3.1) and costs imposed by legislation (Section 3.10).

- Second, the effect that the legislation has had on patterns of production and trade in the internal market. Data on production and trade in the EU are used to assess the impact on the functioning of the internal market.

### 3.2.3 Assessment

**In those areas where specific EU animal welfare legislation is in place, it has helped to harmonise standards of animal welfare. Most progress has been made in harmonising farm animal legislation, and less for experimental and zoo animal legislation. Without significant EU animal welfare legislation for pets, there is greater variation between Member States.**

#### 3.2.3.1 Harmonisation

This section considers the evidence of harmonisation of standards for each of the types of animal under consideration here (farm, experimental, companion and wild).

##### *Harmonisation of Farm Animal Legislation*

**EU farm animal welfare legislation has had a positive effect on the level of harmonisation across the EU. It has raised standards in many Member States, and especially amongst the newer Member States.** This has been observed by many interviewed stakeholders. However, there is a divergence between Member States that go beyond EU legislation and those that do not.

The EconWelfare project made a detailed comparison of national farm animal welfare legislation<sup>142</sup> in Germany, Spain, Italy, the Netherlands, Poland, Sweden and the United Kingdom. The current evaluation has also included research in Belgium, France, Denmark, Hungary and Romania.

The information gathered is summarised in Table A2.1.

The analysis shows two main groups of countries:

- Those with no extra requirements beyond EU legislation -  
Italy, Spain, Hungary and Romania transposed EU legislation into domestic law without major changes. Belgium, Poland and France put in place some additional welfare requirements, but in general their legislation does not differ significantly from that of the EU.
- Those with extra or more detailed requirements beyond EU legislation and which also differ between countries -  
Germany, The Netherlands, Sweden, Denmark and the United Kingdom have national farm animal welfare laws which differ in quite a few aspects and which go beyond the requirements of EU legislation.

EconWelfare describes the aspects in which national legislation differs from EU legislation:

- For calves: more specific requirements on accommodation (e.g. light intensity, pen dimensions, bedding) and feeding (e.g. fibre, iron, suckling);
- For pigs: more requirements exist for feeding and access to fresh water and accommodation (unobstructed floor space, manipulable material, light, climate), mutilations and group housing of sows<sup>143</sup>;
- For poultry: main differences regard accommodation in non-cage and enriched cage systems;



- For slaughter: additional requirements for stunning and killing, bleeding and kosher/halal slaughtering.

Several Member States also have national legislation for groups of farm animals that are not covered by specific EU legislation (see Table A2.1). The two animal groups for which this has occurred most are fur animals (DE, IT, NL, DK) and dairy cows (DE, SE, UK, DK, under discussion in NL). Hungary has specific national welfare legislation for ducks and geese - there has been criticism from animal welfare groups in recent years about the treatment of these animals and domestic production is substantial.

National requirements for dairy cows relate to feeding, drinking, accommodation, calving, breeding and mutilations. **In view of this diversity in Member State legislation and also in view of the range of welfare issues (see Question 1) and the number of animals affected<sup>144</sup>, dairy cow welfare legislation at EU level could be considered, to achieve harmonisation.**

Some countries (e.g. UK, NL, DE, SE) produce welfare guidelines or recommendations which provide specific advice on housing and care. These guidelines assist producers with enhancing animal welfare and often go beyond what is in the EU legislation.

Member States that have gone beyond EU legislation tend to:

- Push for higher standards during negotiations for new legislation or during reviews of existing legislation, helping to drive up welfare standards; and/or
- Point to examples where EU legislation has had the effect of slowing down their (national) rate of progress in animal welfare.

The prospect of higher domestic standards leading to a competitive disadvantage for national producers within the single market has had a restraining effect on some countries' ambitions in the area of animal welfare. For example, Denmark would have liked to raise its pig national standards (e.g. by introducing larger space allowances), but was discouraged by projections of a significant economic impact on its farmers. The Netherlands reduced space allowances for pigs to increase competitiveness. The UK resolved to avoid 'gold-plating' legislation for reasons of competitiveness. Hungary revoked measures on inspections of large holdings that went beyond EU requirements. These effects have increased harmonisation, but not necessarily increased aggregate welfare standards.

#### *Harmonisation of Experimental Animal Legislation*

The existing Experimental Animals Directive dates back to 1986. EU legislation in this area is not harmonised because most Member States<sup>145</sup> have subsequently adopted legislation that goes beyond the minimum standards laid down in that Directive (see Table A2.2). The adjustments in more recent national legislation have reflected, for example, development of techniques of experimentation, increased understanding of the capacity of animals to feel pain, the need to take into account ethical concerns, and a wish to improve housing standards. The existing Directive includes only non-binding guidelines on accommodation and care of animals<sup>146</sup>. These guidelines have not been implemented effectively in the Member States. Some have considered them as minimum requirements while others use them only as guidelines.

There are, as a consequence, large differences among national standards, with variations in approaches to housing and care for experimental animals, ethical review and authorisation procedures for projects<sup>147</sup>. There are also differences in the type of animals that can be used for experiments and the checks made on license holders.

Stakeholders with a focus on experimental animals generally expect that proposed revisions to the Directive will help to create a new and more harmonised legal framework that will improve national legislation in those Member States where standards of regulation and animal care are still relatively poor. However, there are concerns from Member States that they may not be able to legislate beyond EU requirements and that the revisions could

weaken national legislation in areas such as authorisation, inspection, training and ethical review. Much will also depend on the systems for inspections, ethical review and retrospective assessment, and measures to ensure transparency that will be implemented by Member States and the Commission.

Stakeholders have stated that there is still a need for more detailed definitions, criteria and procedures in order that standards are applied uniformly by Member States. Examples given relate to alternative methods, the use of non-human primates and the permissible level of suffering. It was also suggested that practices in education and training would benefit from increased harmonisation<sup>148</sup>.

Some toxicology legislation has helped to harmonise welfare standards. For example, the REACH Regulation lays down standardised methods for the toxicological testing of chemicals, incorporating OECD methods. REACH also stipulates that alternative methods must be used where appropriate, to comply with the Experimental Animals Directive. Other agencies such as the European Medicines Agency have adopted harmonised ICH<sup>149</sup> and OECD<sup>150</sup> guidelines and have included guidance on alternative approaches and methods in their own guidelines<sup>151</sup>.

According to stakeholders, harmonisation of chemical testing schemes and centralised marketing authorisation of a number of chemical-based products, including medicines, has rationalised toxicological testing. It has also reduced or prevented duplication of animal tests that result from differences between national regulations.

The complete ban on testing of all cosmetic products (since 2004) and on all ingredients and combination of ingredients (since 2009) should have achieved high levels of harmonisation. However, as with other legislation, achieving harmonisation is dependent on Member State enforcement.

**There are currently large differences among national standards for animal experimentation, with variations in approaches to housing and care, ethical review and authorisation procedures for projects. However, the expectation is that the revised Directive will help to create a more harmonised legal framework that will improve national legislation and achieve a greater level of harmonisation in Europe.**

#### *Harmonisation of Wild Animal Legislation (zoos)*

Seven of the Member States examined (IT, NL, SE, UK, BE, RO, HU) have transposed the Zoos Directive and extended their national legislation with welfare requirements that go beyond the Directive (see Table A2.2). The main reason for this is that the Zoos Directive provides very limited guidance on welfare and only stipulates that zoos should 'aim to satisfy the biological needs' of animals, a requirement which needs further interpretation and guidance on application. Table A2.3 shows the welfare requirements that have been specified in national legislation (see also Section 3.1 on licensing and inspections of zoos).

The other five Member States (DE, ES, PL, DK, FR) transposed the Zoos Directive but did not go beyond EU requirements. There has been limited guidance from the EU on the implementation of the Directive and this has caused problems with implementation and enforcement. Stakeholders with interest in wild animal welfare<sup>152</sup> have also identified that in some Member States there is a lack of knowledge about wild animal welfare and a shortage of tools to apply zoo legislation (e.g. suitably trained veterinarians, or sharing information with other Member States who are more experienced).

Several Member States provide specific but not legally binding guidance on the keeping of wild animals (BE, UK, SE, RO, HU). In most cases, welfare tools have been based on existing guidelines developed by zoo associations or other NGOs.

**The lack of specific animal welfare requirements in the Zoos Directive has reduced its impact on welfare and created problems with enforcement (Section 3.1), as well as limiting the harmonisation of welfare standards.**

### *Harmonisation of Pet Animal Legislation*

Pet animals are not covered by EU legislation, but often by general animal welfare or cruelty laws in Member States (see Table A2.2). These provide some minimal standards for housing and care or a general 'duty of care'. This is the case for all the Member States that were investigated. Most Member States also have specific national legislation on pets, though these laws differ widely. The topics that have been the subject of national legislation in more than one Member State are:

- Licensing the commercial trade in pets, e.g. by requiring licenses for pet shop owners, pet shelters and commercial breeders or pet trainers;
- Stray dog policies;
- Tail docking policies (either banning or allowing tail docking for working dogs or for medical reasons); and
- Identification and registration (mostly for dogs, also for cats in some Member States)<sup>153</sup>.

Several Member States (e.g. RO, NL, IT, SE, DK) expressed a wish to see pet welfare legislation implemented at EU level. Specific subjects that were mentioned were guidance on stray dogs and identification for dogs (in view of trade and pet movements<sup>154</sup> across Member States).

**Pet welfare legislation is very variable in extent and requirements across the Member States. In view of this, and also considering the range of welfare issues and the number of pet animals in the EU (see Question 1), introducing pet welfare legislation at EU level could be considered. This would achieve a more harmonised approach to higher welfare standards.**

Pets in Europe (PIE), a coalition of several European animal welfare NGOs, has been promoting the introduction of pet animal legislation since 2007. Their Written Declaration on the welfare of Pet Animals lists several reasons underlining the need for pet welfare legislation<sup>155</sup>.

A starting point for EU pet welfare legislation could be central registration of the ownership of dogs (dog licensing) and the registration of movements of pets in Europe. Traceability of pets is not only seen as important for animal welfare but also for animal and public health<sup>156</sup> and can increase confidence of consumers in the safeguarding of dog welfare. Dog licensing would also address irresponsible dog ownership, abandonment, stray dogs, over-breeding and dogs which are increasingly problematic<sup>157</sup>.

Some Member States expressed concerns that EU welfare legislation for pets would be difficult to draft. Furthermore, Member States with advanced welfare legislation were also concerned that EU pet legislation could be less advanced than their existing domestic standards (e.g. SE, DE, FR).

### *Stakeholders' Views on Harmonisation*

Animal welfare NGOs and sector stakeholders interviewed were in agreement that EU legislation has facilitated harmonisation, especially by raising standards in the new Member States. However, concerns were expressed that there are still unequal levels of animal welfare between Member States and that with the current size of the EU the rate of progress towards new welfare legislation will slow down. More importantly, most stakeholders stressed that it is not so much a lack of harmonisation of legislation that impedes welfare standards, but a lack of enforcement of these standards (Section 3.1).

In the online consultation, respondents were asked to indicate whether they agreed with the statement that EU legislation has helped to harmonise animal welfare rules across the EU<sup>158</sup>. There was agreement from about half of the respondents: 49% agreed or strongly agreed, 22% were unsure, and 29% disagreed or strongly disagreed. Respondents who

completed the consultation on behalf of their organisation, rather than as an individual, were more likely to agree with the statement.

Some of the Member States authorities interviewed commented on the type of legislative tools used for welfare legislation. Views differed on the effectiveness of different legal instruments. Unlike regulations Directives provide a greater flexibility for the Member States in harmonising common rules as they leave it to the Member States to decide how common objectives should be achieved at national level. Regulations can achieve more harmonised standards, but in the experience of Member States, they take longer to negotiate and agree.

Several interviewed Member State authorities also commented that harmonisation could be promoted by:

- Increased communication and feedback on implementation, inspections and enforcement;
- More opportunities for Member States to share experience (co-ordinated by the Commission);
- Improved guidance on particular (technical) issues (e.g. manipulable materials for pigs).

The Transport Regulation was regularly mentioned as causing problems with harmonisation, due to ambiguities in its requirements and different interpretation by Member States<sup>159</sup>.

### 3.2.3.2 Effect of EUPAW on the Internal Market

The effect of animal welfare policy on the internal market in the EU depends on:

- The significance of internal trade in the products affected by the EUPAW;
- The degree to which the policy harmonises standards and the extent to which significant differences in standards persist;
- The effect of differences in standards on costs of production;
- The effect of differences in standards on consumer confidence in the products concerned.

The online consultation asked respondents to indicate whether they agreed with the statement that differences in national animal welfare legislation and enforcement affect the functioning of the internal market. This question received a balance of responses with 26% strongly agreeing, 12% agreeing, 13% disagreeing and 29% strongly disagreeing. However, significant differences in opinions were expressed between different interest groups, with farmers, food and transport businesses and keepers of experimental animals in agreement with this statement, and keepers of wild animals and pets in strong disagreement.

#### *Farm Animals*

The market for farm animals and associated products (meat and eggs) is substantial and competitive within the EU, such that significant differences in standards might be expected to affect intra-EU trade.

The review above concluded that the EUPAW has had a significant effect in harmonising standards in those areas where legislation has been introduced. However, there are some examples of differences in standards, for example in relation to early adoption of new requirements by some Member States. Differences in attitudes and approach to animal welfare issues among Member States suggest that, in the absence of the EUPAW, there would be greater variations in standards than exist under the current policy.

Farm animal welfare legislation can impose additional costs for producers – as has been observed for laying hens, broilers, pigs and transport (Section 3.10). Thus, the early adoption of new standards, or the adoption of higher standards that go beyond EU requirements, would be expected to raise production costs in the Member States involved, with consequences for internal trade. At the same time, significant differences in standards affect the choices available to consumers and may influence consumers' expectations and confidence in the products concerned.

The stakeholder consultations found a general recognition among producer groups and animal welfare groups alike that, given the competitive nature of agricultural markets in the EU, differences in animal welfare standards and their enforcement can be significant enough to affect patterns of production and trade. Overall the stakeholders consulted expressed the belief that EU policy has had a harmonising effect. They also recognised that higher standards imposed by some Member States can affect competition and that different levels of enforcement can favour producers in some Member States at the expense of others.

Examples of internal trade-distorting effects cited by stakeholders include:

- The UK's early ban on sow stalls (which is widely regarded as having led to a contraction in UK pork production);
- Standards for pigs in Germany, the Netherlands and Sweden which go beyond those required of EU legislation;
- Germany's early ban on conventional cages for laying hens;
- Higher than minimum standards for laying hens in Austria, Germany and the Netherlands; and,
- Variations in the timing of legislation and maximum stocking densities for broilers.

The significance of possible distortions can be assessed with reference to agricultural production statistics. Over the 2000 to 2008 period, there was no observable overall correlation between trends in livestock numbers by Member State and the level of animal welfare standards. Taking those Member States which tend to exceed EU standards according to the typology defined above, trends in numbers of laying hens outperformed the EU average in Austria and Denmark (but not in Germany), trends in pigmeat production outperformed the EU average in Germany (but not in the Netherlands, Sweden or the UK), while trends in poultry meat production were also favourable in Germany (but not in Denmark or the UK)<sup>160</sup>. These general statistics give a mixed picture and demonstrate that more progressive Member States did not experience a consistent decline in their share of EU production over the evaluation period.

However, observing trends with regard to specific animal types, it can be seen that:

- In Germany, where a ban on battery cages took effect from 1 January 2010, a gradual decline in the number of laying hens between 2000 and 2008 was followed by a 12% fall in 2009. Self sufficiency in egg production declined from 70% to 55% between 2002 and 2007 and imports, which increased to 5.7 billion eggs in 2008, were expected to increase by another 2 billion in 2009. According to a recent press article, a key issue has been the ability of the industry to source and install the required housing, rather than competitive pressures. Many of the imports have come from the Netherlands, which has been quicker to adapt its systems<sup>161</sup>.
- In the UK, which banned close-confinement stalls for breeding sows on 1 January 1999, there was a 40% decline in pigmeat production between 1998 and 2006. Other factors such as the strength of the UK currency over this period are believed to have contributed to this decline. There was a 3% increase between 2006 and 2009. UK self-sufficiency in pigmeat fell from 84 percent in 1998 to 50 percent in 2006, with Denmark, Germany and the Netherlands the main sources of imports<sup>162</sup>.



- In Denmark, legislation governing the welfare of broilers has been in place since 2001. Production of poultry meat increased by 8% between 2000 and 2002 but declined by 17% between 2002 and 2008.

Authorities interviewed in those Member States with relatively advanced legislation on farm animal welfare (DE, DK, SE, UK) welcomed the harmonising effects of EU farm animal welfare legislation and its effect in “levelling the playing field” for EU producers. A farmers’ representative also argued that the absence of harmonised legislation (and enforcement) would distort the European market to the detriment of those producers that are willing to invest or have already invested in animal welfare-friendly farming practices.

The Transport Regulation is believed to have reduced overall levels of trade in some live animals (e.g. the transport of live horses to Italy<sup>163</sup>). Limits on journey times are believed to have reduced the overall number of livestock movements, with larger and more peripheral countries most affected. Two representatives of the transport sector both argued that differences in enforcement of the Regulation have disadvantaged operators in some Member States. Industry representatives suggested enforcement is stricter in Denmark and the Netherlands than in Germany, and stronger in the UK than in Ireland. There are also variations in requirements regarding driver training which representatives see as disadvantaging operators in some Member States. An animal welfare NGO also expressed concern that a lack of enforcement, especially in southern Europe, has resulted in unfair competition as the transporters who do comply with the rules incur higher costs than the ones that do not.

One animal welfare group expressed concern about variations in standards from a consumer perspective, noting that consumers can find it difficult to understand variations in standards among different products. It was argued that this issue could be addressed by clearer and more standardised labelling.

**We can conclude that, while variations in farm animal welfare standards and their enforcement are clearly only one of many factors influencing market conditions, they can have an effect on internal trade, and that efforts to harmonise standards therefore do have a role to play in enhancing the working of the internal market.**

### *Experimental Animals*

Differences in standards for experimental animal welfare have the potential to affect trade in products dependent on animal experimentation, as well as the breeding of and trade in laboratory animals themselves. In addition, by influencing the costs of research they may potentially affect the location of R&D operations within the EU. The review above noted that there are significant variations in standards across Member States.

Statistics indicate that trade in animals used in experiments in the EU is significant, but varies between Member States. For example, in Belgium 66% of mice and 81% of rats used in experiments in 2008 were sourced from other Member States of the EU. However, nearly 100% of rodents used in experiments in the UK and 97% of those used in France were sourced from their respective national markets<sup>164</sup>.

Table A2.7 presents data for trends in the use of experimental animals in the EU15 between 2002 and 2008. The figures indicate little change in the overall use of experimental animals over this period, but some significant changes in particular Member States. Member States with relatively high standards of experimental animal welfare, such as the UK and Sweden experienced growth in their use of experimental animals between 2002 and 2008. This might suggest that any effect resulting from differences in animal welfare standards in these Member States is insufficient to outweigh other factors driving the use of animals in experiments.

This observation is consistent with the discussion in Section 3.10, which finds that animal welfare standards do add to industry costs, but that there is no evidence that they affect the overall economic sustainability of the activities affected.

One animal welfare NGO commented that experimental practices and their regulation lack transparency and that evidence of enforcement of EU legislation is difficult to obtain; as a result it is not possible to assess whether there are variations in standards and whether this affects the working of the internal market. Another consultee noted that the standards affecting the rearing of animals for experiments are variable across the EU, and that this was likely to affect production costs and potentially therefore patterns of trade. However, it was also noted that responsible companies set minimum welfare standards for animals purchased for experiments, rather than purchasing from the cheapest source.

In the case of cosmetics, harmonisation has been achieved through a complete ban on animal testing and (foreseen from 2013) the marketing of products tested on animals. The functioning of the internal market requires products to meet common standards, and regulatory testing requirements are therefore highly harmonised.

### *Pet Animals*

Commercial trade in pet animals is also significant, although official evidence of the scale of cross border trade is limited. There is concern that puppies, in particular, are increasingly being bred for cross border trade and there are significant concerns about animal welfare, especially in Member States where breeding establishments are not regulated. For example, the RSPCA has estimated that 50,000 puppies are imported into the UK annually from Ireland. There is also evidence of large scale import of puppies from Eastern to Western European countries<sup>165</sup>.

IFAW reports that approximately 50,000 dogs in The Netherlands originate from illegal trade. However, they also assess this as being an underestimate. The rearing of these 'trade' puppies is largely unregulated and significant welfare concerns have been highlighted. The puppies are transported before weaning, they often do not have the correct vaccinations, are transported with little regard for their wellbeing and under unsanitary conditions<sup>166</sup>.

Besides trade in pets, other aspects of pet ownership can affect the European market, although data is very limited. A recent report by the RSPCA on 'The economic case for dog licensing', provides some estimates of cost for the different aspects of a dog licensing system. The report looked at the social costs associated with dog ownership and assessed the risk of importation of human health or dog-related zoonotic disease (including rabies) to be very high with a potential nominal cost estimated as €12 million<sup>167</sup>.

Trade in cat and dog fur has been banned within the EU. Because such trade was limited in volume and related mostly to imports from outside the EU, the effects on the internal market are unlikely to be significant, although the ban could be seen as having a harmonising effect and enhancing consumer confidence.

### *Wild Animals*

Overall, the effect of animal welfare standards on trade in wild animals appears to be limited. Commercial trade in zoo animals is diminishing and animal welfare standards are not believed to have significantly affected the internal market. Bans on trade in seal products and the use of leg hold traps, though not especially significant in commercial terms, are likely to have had a harmonising effect and to have enhanced consumer confidence.

## 3.2.4 Recommendations on Question 2 (harmonisation and internal market)

The above analysis suggests that priorities for future EU policy on animal welfare would appear to be:

- Enhancing the enforcement of existing legislation, to ensure that the progress made in harmonising legal standards is reflected in more harmonisation of actual standards across the EU.
- Clarification of aspects of legislation which have been interpreted differently between



Member States, such as for transport: fitness of animals, rest time for animals and driver training.

- Considering introducing welfare legislation at EU level for dairy cows in order to achieve harmonisation of Member State legislation and to address the range of welfare issues that affect the millions of dairy cows in Europe.
- Considering introducing pet welfare legislation at EU level in order to harmonise the variation in pet welfare legislation across the Member States and to address the range of welfare issues that affect millions of pets in Europe. A starting point could be central registration of the ownership of dogs (dog licensing) and the registration of movements of pets in Europe.
- Enhancing communication amongst Member States, and between Member States and the Commission, regarding progress in implementing and enforcing legislation, in order to promote shared understanding and encourage harmonisation.

### 3.3 Question 3: To what extent has EU funding for research and scientific advice on animal welfare contributed to science based EU initiatives in the field of legislation, communication and for international initiatives?

#### 3.3.1 Summary

About €15 million of EU funding was allocated to scientific research on animal welfare in each year of the evaluation period. For EU Framework Programme 6 projects, this only represented about 0.5% of the total FP6 budget. The focus of most of the EU welfare research funding is on farm animals and the development of techniques that facilitate the replacement of in vivo animal testing, reflecting the priorities of EU animal welfare legislation. Only a very small amount of money has been spent on refinement of animal experiments, despite the potential to improve welfare through this type of research. There is a need for scientific data with regard to the welfare of wild animals in captivity as this has also attracted minimal research funding thus far. There are some examples of different Member States funding research into similar animal welfare issues, suggesting there are potential benefits from better coordination at EU level. There are concerns that the FP7 Ethics Review process (concerning the ethical discussion of research proposals) does not meet its objectives. Information from EU research projects is linked with EU policy, primarily via EFSA activities. There is less evidence of research informing communication actions and international activities.

#### 3.3.2 Introduction

DG Research oversees the Framework Programmes (FPs), the main financial tools through which research and development activities are supported through the EU budget. FPs have been implemented since 1984 and have covered a wide range of scientific disciplines. The EU has supported animal welfare research projects through FP5, FP6 and FP7 which together cover the 1998-2013 period. Some funding has also been provided through other sources (including the COST programme, which supports cooperation among scientists and researchers across Europe).

#### 3.3.3 Assessment

The evaluation considered the scale and allocation amount of EU funding for animal welfare research, the relevance of this research and its effectiveness in enhancing scientific understanding of policy issues. Weaknesses in the information available on welfare research hindered the evaluation process in some areas<sup>168</sup>. The Ethics Review process of FP7 was evaluated. Dissemination and communication of research findings to relevant policy actors, the scientific community, the public and international organisations has been

reviewed. An assessment was made of the degree to which research findings and advice have been taken up, especially by policy makers and whether they have contributed to the design of legislation and have played a role in communication and international activities.

### 3.3.4 Funded Projects and Relevance to Policy

In the evaluation period, 53 EU funded research projects related to animal welfare were identified and reviewed (see summary Table 3.4 below and Tables A3.1 to A3.3 for details). The total EU funding for the identified projects, during the 9 years of the evaluation period was just over €194 million. However, of these projects, only 16 had a major focus on welfare (farm animals and aquaculture, total of €28 million) and 24 focussed on alternatives to animal testing (€108 million). **This is on average about €15 million of funding for projects with a major focus on welfare for each year in the evaluation period.**

Table 3.4 Summary of research funding in evaluation period 2000-2008

Projects on	All projects		Projects with welfare focus	
	Number	Funding	Number	Funding
Farm animal	21	€74,517,534	12	€24,352,622
Aquaculture	8	€12,275,024	4	€3,395,024
Experimental animals	24	€107,619,910	24	€107,619,910
<i>Total</i>	<i>53</i>	<i>€194,412,468</i>	<i>40</i>	<i>€135,367,556</i>
Per evaluation year		€21,601,385		€15,040,840

*Note: details on projects are in Tables A3.1 to A3.3*

It is difficult to evaluate progress in funding for welfare projects over time, as both FP5 and FP7 only partly fell in the evaluation period. Total funding for welfare focused projects in FP5, FP6 and FP7 (€3 million, €76 million and €56 million respectively) shows a sharp increase in FP6 and levelling off in FP7, but further welfare projects are still likely to be funded under the current programme.

To put the amount of funding for welfare projects into perspective, the funding for FP6 was further analysed as this FP fell completely within the evaluation period. Almost €17 billion was spent on research activities in FP6 on a total of 10,058 projects<sup>169</sup>. 28 projects with a welfare focus were funded in FP6 (4 farm animal, 3 aquaculture and 19 experimental animal projects, Table A3.1-A3.3) with a total value of €86.5 million. Therefore welfare research funding only comprised 0.5% of FP6 total budget and only 0.3% of the total number of projects funded.

As shown in Table A3.1, 21 projects between 2000 and 2008 focused on farm animals, but only 12 had a major focus on welfare<sup>170</sup>. These projects varied in size, with three projects receiving funding of more than €1 million (of which one received €14.6 million). Six of these projects dealt with several farm animal species, the other half focused on either pigs, cattle or poultry. There was one project on rabbits.

At the beginning of the evaluation period, most research effort was directed at animal welfare assessment under commercial conditions, while issues of international trade, standardising welfare audits and assessing the economic value of welfare and consumer concerns on welfare issues have become more integrated in animal welfare research projects in later years.

As shown in Table 3.2, aquaculture projects during the evaluation period were mainly funded under FP6. Out of 8 projects, four had a major focus on welfare. Welfare was not considered in early calls for FP7, related to aquaculture. The largest aquaculture project with a major welfare focus had EU funding just over €1 million.

Table A3.3 lists projects between 2000 and 2008 on alternatives to animal testing. These were all associated with the 3Rs principles and therefore related to animal welfare. However, these projects were primarily focused on developing approaches that would facilitate the replacement of sentient animals or reductions in the number of experimental animals used in regulatory testing. Only one project (EUPRIM-NET) had a wider scope that also included refinement of procedures.

In the past, EU funding for the 3Rs has focused mainly on 'Replacement'. This was the result of specific EU policies over the last decades such as the Cosmetics Directive, which established bans on animal testing and REACH for chemicals, stating that animals should only be used as the last resort. EU funding has thus concentrated on responding to very precise policy requirements, as a consequence funding of the two other Rs, especially 'Refinement', has not been a priority<sup>171</sup>.

Projects that were funded, covered development of cell based technologies (including stem cell approaches) and more effective predictive modelling or alternatives. Smaller projects organised workshops or established forums for promotion of alternative approaches. Research into replacement of animal experimentation is expensive and the project budgets reflect this - of the 24 projects, 19 had EU funding of more than €1 million and five exceeded €10 million.

The only EU funded project on wild animals in the evaluation period focussed on identifying the best possible standards for killing and restraining trapping methods both for animal welfare and efficiency (Project Humane Trapping Standards 2007-2009). This included a review of humane trapping standards as described in the Commission proposal on humane trapping standard implementing the international agreement, an internet public consultation, an international workshop and experimental studies. The project value was €420,000.

There has been no specific EU funding to date for research on captive wild animals. Stakeholders with an interest in wild animal welfare have argued that, as there is EU legislation on wild animals (the Zoos Directive), science should be funded to underpin this, especially as there is a lack of scientific knowledge on housing and care of wild animals in captivity. Zoo organisations currently fund their own research<sup>172</sup>.

**The evaluation has found that the focus of EU research funding reflects the main scope of EU welfare legislation. Most effort has been invested in research relating to the welfare of farm animals (with a good spread across the farm species that are the subject of specific EU legislation<sup>173</sup>) and experimental animals. The latter projects focussed on reduction of the use of animals and replacement of animals, rather than the refinement of experiments. The main gaps in EU funding are therefore in the areas of zoo animals and refinement of animal experiments and more funding in these areas should be considered. The amount allocated should be in line with policy relevance and be decided with input from the main stakeholders.**

Stakeholders with an interest in experimental animal welfare have suggested that because of the gap in funding for refinement, opportunities are being missed, as Reduction and Refinement methods are capable of producing immediate, tangible and significant results in terms of numbers of animals saved, scientific output and animal welfare<sup>174</sup>. A recent EPAA workshop identified the need to 'bring coherence and specific objectives to research funding relating to reduction and refinement'<sup>175</sup>.

The fact that some areas of animal welfare science have received more research funding than others is reflected in the responses to the online consultation. Respondents were divided in the extent to which they agreed that EU funding for research is sufficient and well suited for the scope of current EU animal welfare policy. 35% of respondents agreed or strongly agreed, 24% were unsure, but 41% disagreed or strongly disagreed<sup>176</sup>.

Information on Member State expenditure on welfare research (Section 3.7) does not allow for an exact comparison with EU spending, as the information from Member States is not complete<sup>177</sup>. What can be observed is that EU funding allows higher research budgets for

individual projects and encourages collaboration among teams from several Member States, helping to establish international networks to address specific welfare issues<sup>178</sup>.

There are strong similarities in the subjects chosen for research funding in Member States, as well as some overlap with research topics of EU projects. Stakeholders also pointed to this and suggested that it is important to co-ordinate and harmonise research within and between individual Member States to enhance use of resources (including animals). **There could be a role for the European Commission to coordinate the exchange of research information across Europe.**

It has also been suggested in the Paulsen report that this could be one of the roles for a network of European Reference Centres for animal welfare, comprising a central coordination institute that cooperates with a network of relevant research institutions in the Member States<sup>179</sup>. If this route was followed, it could be modelled on the existing network of Community Reference Laboratories in the field of animal health and live animals (CRLs). The network of CRLs has harmonised diagnosis and control of relevant animal diseases in the EU. In analogy, research centres in Member States could become centres of excellence, each specialising in a main welfare issue (e.g. lameness in cattle, tail biting in pigs, lameness in broilers, feather pecking in laying hens etc.).

Financing of these centres would reflect the importance and relevance of each welfare issue for the EU. As a comparison, over the past 15 years EU financial assistance to 11 CRLs has totalled some €11.7 million. The average per CRL was €148,000 (2007). The contribution to each CRL during the evaluation period has ranged from a total payment of €250,000 to over €2 million<sup>180</sup>. In 2010, the EU funded nearly €4 million for 16 CRLs on animal health (see Decision 2010/735<sup>181</sup>) making an average of €250,000 per laboratory.

#### 3.3.4.1 Assessment of the Policy Relevance of Research and Scientific Opinions

The planning and commissioning of EU research is a complex but well-organised process, managed by DG Research officials. It is based on the review of previous research and on consultations with the scientific community. Consultation on potential projects and ideas involves other DGs (to ensure that research is policy relevant), and Member States, through the programme committee and through committees such as SCAR (Standing Committee on Agricultural Research)<sup>182</sup>. There is also consultation with a wide range of external stakeholders, including the scientific community.

The policy makers interviewed considered that the process works well, but several stakeholders expressed the view that the process was unclear to them<sup>183</sup> and that the link between citizens' concerns and research was weak. The impression also exists that the scientific community decides on the topics for research projects. Although scientists play a role in the decision making process, ultimately the EU sets out animal welfare policy and decides on relevant research areas in line with these needs, with input from (expert) stakeholders. A lack of transparency (or perceived lack of clarity) of the process on how research is prioritised could potentially explain this dichotomy in views between policy makers and stakeholders.

50% of respondents to the online consultation expressed the view that EU research does not address the key priorities for animal welfare policy, while a further 27% were unsure<sup>184</sup>. This may reflect a lack of clarity within this group of how research priorities are determined.

#### *FP7 Ethics Review of Project Proposals*

The European Commission requires research activities to respect fundamental ethical principles. The Ethics Review<sup>185</sup> has become an integral component of the evaluation of research proposals in the 7th Framework Programme<sup>186</sup>. All research applications that have been pre-selected for funding that raise ethical issues must undergo this procedure. However, as currently defined, the Ethics Review only addresses projects involving primates, transgenic or cloned animals. Guidance is minimal.

Stakeholders with a focus on experimental animals (from both industry and animal welfare organisations) expressed concern about current Ethics Review procedures<sup>187</sup>. According to

these stakeholders, the Ethics Review should include all species and ensure that the 3Rs have been fully implemented and special scrutiny should be applied to all procedures classified as “severe” and all procedures involving species of greater concern to the public e.g. dogs, cats, primates and horses. Other concerns relate to the level of ethical awareness of scientists<sup>188</sup>, despite the guidance on CORDIS, which highlights the need for harmonised training that includes ethics and the 3Rs.

A lack of transparency was mentioned by several stakeholders – both in respect of the Ethics Review process itself, but also to the involvement of experts (e.g. on the Ethics Review Panels<sup>189</sup> of the European Group on Ethics in Science and New Technologies, EGE<sup>190</sup>) and of external stakeholders.

The online consultation results underline the concerns about the Ethics Review procedure<sup>191</sup>. The percentage of respondents that thought that the Ethics Review was good was very low (8%). However, the high percentage of people that were unsure about this (59%) also suggests that these procedures are not well known.

**Thus, there are concerns that the FP7 Ethics Review process does not fully meet its objectives.**

#### 3.3.4.2 Dissemination and Communication of Results

**Project websites provide evidence that communication takes place between project teams and their stakeholders, including funding bodies, commercial parties and EU policy-makers.** Projects do not only address the basic gathering of scientific knowledge, but also place a strong emphasis on useable outcomes. This includes evidence for policy makers and others with policy interests, but also guidance for producers on practical application (for example, packages to promote and monitor on-farm welfare). Dissemination of information through scientific publications, through meetings with stakeholders and through production of reports and guides appears to be good. There is also increasing evidence of uptake, not only at policy level, but also by commercial operators, many of whom are partners in projects.

To illustrate dissemination activities, outputs from 4 projects (Lamecow<sup>192</sup>, LayWel<sup>193</sup>, Pigcas<sup>194</sup> and Welfare Quality®<sup>195</sup>) were scrutinised in more detail. These FP5 and FP6 projects had a clear focus on animal welfare research and policy implementation and were completed during the evaluation period, with EU funding ranging from €0.1 million to €14.6 million. Lamecow and LayWel focused on disseminating information to the scientific community, while Pigcas and Welfare Quality® also disseminated information to other stakeholders.

**There is less evidence that these projects have sought to communicate their findings to the general public<sup>196</sup>.** Some projects<sup>197</sup> provided leaflets or executive summaries aimed at a lay audience. The European Commission also provides public information on animal welfare, referring to FP funded research<sup>198</sup>. It is not clear if these communications have any impact on public understanding of animal welfare issues (also see Section 3.4). A number of projects also provide regular news stories through their web sites. These may be followed up by specialist press (e.g. that serving the poultry industry), but seem to have little uptake in the general media.

Projects completed more recently have more publicly-accessible web material in the form of lay-person reports or even videos. The reliance on using websites as the main routes to disseminate results has raised criticism from stakeholders, on the grounds that the information on the internet may not be easily found by the general public, especially when it is not actively promoted to them.

Earlier projects did not make full use of online communication tools, with websites primarily providing overviews of projects, lists of scientific publications, and in some cases the reports of the projects themselves. In some cases, projects ceased to promote their findings soon after the end of the project, with outputs that emerged since project completion not mentioned, or the websites disabled.



Results from the online consultation suggest that the dissemination of research results to the general public can be improved. Respondents were asked to indicate the extent to which they agreed that the results of EU research are well disseminated. Only 7% of the respondents agreed or strongly agreed, 28% were unsure, and 65% disagreed or strongly disagreed<sup>199</sup>.

National authorities of some Member States (e.g. UK, FR, DE, NL, SE) have good links with FP research project teams and are well informed, either through published material, reports (from EU projects or nationally funded, related work) or through meetings with team members. This may be a reflection of the emphasis those countries place on animal welfare legislation, and the strength of the research community in that country. Other Member States appear to have less direct links, possibly due to under-representation of members on research project teams or those team members being minor partners. The Standing Committee on Agricultural Research provides a direct route for dissemination of research results to Member States authorities<sup>200</sup>.

Communication to animal welfare NGOs seems effective, especially in those countries where such NGOs are well established. In some cases, NGOs are partners in research projects, in others they are participants in consultations or negotiations on animal welfare policy, so actively seek relevant evidence. FP funded research may coincide with ongoing animal welfare campaigns, encouraging NGOs to engage actively in FP projects as well as those funded by other means, as a basis for campaign material.

Some FP projects have overt links with third countries, for example Welfare Quality® has Latin American members and Diarel has links with Australia. In general, projects communicate to third parties via conventional research outputs such as project workshops, or through publication of research. In addition, there are indirect communications with third countries, through involvement of organisations such as the Council of Europe, OIE, FAO and WTO in project workshops.

EU supported workshops and seminars also demonstrate the efforts made to disseminate FP research results within and outside the EU<sup>201</sup>. Activities include meetings on specific topics covered within FP projects such as castration in pigs, and meetings arranged in third countries, such as Chile and Brazil, with participation from FP project team members.

Some FP projects are now listed on the FAO animal welfare website, the 'Gateway to Animal Welfare'<sup>202</sup>. Listed research projects are a mix of large international projects and small scale local initiatives. The FAO convened an expert meeting<sup>203</sup> to develop specific advice on the need for capacity building to implement good animal welfare practices. FP project Welfare Quality® was cited, but there was no evidence of input from FP project teams following the open call for individuals with expertise on the subject, or the call for evidence preceding the meeting.

**There are, therefore, many dissemination and communication activities linked to FP research projects. However, there is little evidence on which to assess the effect of these dissemination activities.** Monitoring and evaluation has focused on outputs (research findings and dissemination activity) rather than outcomes.

#### 3.3.4.3 Evaluation of the Uptake of Scientific Results and Contributions to Legislation

There are several ways in which research findings of EU projects can inform the development of legislation. Firstly, projects can be proactive and forward-looking in investigating innovative approaches. For example, the revision of the Experimental Animals Directive has been informed by the findings of research into alternatives. Research projects have not only provided basic knowledge concerning the effectiveness of alternative techniques to replace live animals, but also forums for the discussion of the issues associated with replacement, for researchers, legislators and industrial representatives.

Secondly, projects can be responsive to directives, where additional evidence may be required to implement EU policy. For example, LayWel<sup>204</sup> (FP6) sought to fill knowledge

gaps in relation to the Laying Hens Directive with regard to changes in housing systems. The Directive required the phasing out of conventional cages and their replacement by enriched cages. Aspects of the new cages were specified, such as stocking density and the provision of furnishings such as nest boxes and perches, but there was a need for a review of knowledge on other aspects, such as the precise nature and use of the furnishings and a general welfare assessment of different housing systems.

A third way in which research can contribute to policy is by examining the consequences for EU industry of implementation of higher welfare standards. Relevant issues include consumer knowledge and preferences, impacts on other outcomes such as food safety, food security and environmental pollution, and the consequences for trade with third countries.

In addition to research, the EU funded scientific committees produce scientific opinions to inform policy. The remit of such committees is to evaluate the current scientific knowledge on specific issues. This advice can then be fed into legislation, although this does not always happen. EFSA is currently tasked with developing scientific advice for future animal welfare legislation.

An example relates to the Transport Regulation. During the evaluation period, two European scientific opinions on transport<sup>205</sup> and an influential Position Paper on the Transport of Live Animals<sup>206</sup> were published. However, in the Regulation, several requirements, notably the limits for journey times, rest intervals and feeding and watering intervals and space allowances for animals did not change compared to the earlier Transport Directive 95/29/EC. This was despite scientific advice on these issues, provided in the scientific opinions that were available at the time. The lack of change is an issue of concern to both the industry and welfare organisations<sup>207</sup>.

Similar comments were made by stakeholders with regard to the revision of the Experimental Animals Directive, where advice from EFSA<sup>208</sup> on the exclusion of certain invertebrates (such as decapod crustaceans) and the SCHER report (2009)<sup>209</sup> on non-human primates was not followed. Furthermore, some stakeholders claim that REACH legislation requires the use of animal studies that they regard as unreliable and invalid (e.g. reproductive toxicity and carcinogenicity tests). A stakeholder from the pharmaceutical industry thought that the debate on the revision of the Experimental Animals Directive, regarding the limitations of the use of non-human primates, was based more on citizens' concerns than on science.

There has also been criticism by animal welfare NGOs of the lack of EU scientific opinions on the use of animals for scientific purposes from a number of perspectives. An example given was that the European Group on Ethics (EGE) has only produced opinions on ethical aspects of synthetic biology and cloning animals for food supply, despite requests for it to look at xeno-transplantation and primates.

Inevitably, in the process of drafting legislation, the need to balance various interests leads to compromises. The final outcome is therefore rarely based purely on science, as scientific opinions do not take into account any economic, ethical, socio-economic, cultural and religious aspects, which are considered by the European Institutions when drafting and adopting legislation.

#### 3.3.4.4 EFSA

**Information from EU research projects is linked with EU policy primarily via EFSA activities.** The European Food Safety Authority (EFSA) was set up in 2002 as an independent source of scientific advice and communication on risks associated with the food chain<sup>210</sup>. The European Commission has mandated EFSA to provide independent (peer reviewed) scientific advice on the welfare of a number of animal groups. EFSA has a remit for animal welfare because the safety of the food chain is directly or indirectly affected by the welfare of animals. Poor welfare can lead to increased susceptibility to disease and this can pose risks to consumers. EFSA's scientific opinions focus on helping risk



managers to identify methods to reduce unnecessary pain, distress and suffering for animals and to increase welfare where possible. The European Commission has mandated EFSA to provide scientific advice on the welfare of a number of animal groups, based on peer reviewed information and data, whenever possible.

EFSA's Animal Health and Welfare (AHAW) Unit identifies scientists from its panel on AHAW to work on each opinion. Annual Declarations of Interests are made by all members of Scientific Panels and Working Groups<sup>211</sup>. Given the wide range of questions to be addressed, the Panel is often supported by external experts with the required specialisation. The panel produces scientific opinions in response to requests from risk managers - usually the European Commission. The increasing importance of the AHAW unit is illustrated by the growth over the evaluation period from 3 to 18 members of staff (whose remit also includes animal health). A horizontal activity is also carried out by the EFSA Scientific Committee and Advisory forum Unit where several opinions have been issued in the light of exploring the applicability of replacement, reduction and refinement of animal testing and their applicability in the food and feed legislations.

Current activities are ongoing to assess the possibility to apply or to improve already applied risk assessment methodologies with the aim to reduce the requirements of in vivo testing (e.g. wider use of the TTC approach, implementation of the Qualified Presumption of Safety- QPS, guidance document on genotoxicity testing strategies, opinion on animal cloning).

Since 2004<sup>212</sup> the AHAW Panel has produced 73 scientific opinions<sup>213</sup> on a variety of animal disease and welfare issues. 19 of the opinions it produced during the evaluation period were primarily focused on animal welfare (see Table A3.1). The opinions cover a wide variety of animal species<sup>214</sup> and the subjects have relevance to EU legislation (either legislation in place, under review or potential future legislation). Issues addressed by the opinions show that European Commission put proportionately more requests on the welfare of pigs and to a lesser extent of laying hens, calves, experimental animals, slaughter and transport of farmed animals. Of the wild animal category, only seals (and more recently tuna) have been the subject of an opinion by the AHAW Panel.

There are no formal links between EU research project teams and EFSA. However a number of EU projects have provided inputs into EFSA scientific opinions. This can be a result of using material in the scientific and public domain (e.g. peer reviewed papers or published reports), but also happens through direct input from FP project researchers that are members of the Panel or its working groups. This happens on a regular basis and ensures a direct route of (current) scientific knowledge into EFSA opinions. AHAW Panel scientific opinions contain recommendations for further research based on the risk assessment performed. Statements for research needs have also been published by the Panel on specific issues<sup>215</sup>.

EFSA's communication and dissemination activities are wide ranging. All scientific opinions are published on the EFSA website and in the EFSA Journal. EFSA also identifies a number of its opinions which require more in-depth communication. EFSA develops a suitable communications approach e.g. media activities, profiling the issue on the EFSA website or in EFSA publications, or discussion at scientific events<sup>216</sup>. Some draft opinions are open for public consultation (via the website), or may be discussed with stakeholders and interested parties during Technical Meetings. These consultations are announced on EFSA's website and EFSA's communications department notifies focal points in Member States.

Besides publication of scientific opinions, outcomes of the assessments are disseminated in the scientific community via individual experts or members of staff by contributing to conferences and publishing articles or book chapters.

EFSA staff regularly attend and present scientific opinions to the Standing Committee on the Food Chain and Animal Health (SCoFAH)<sup>217</sup> and the Animal Health Advisory Committee<sup>218</sup>. There is also regular contact between EFSA and DG SANCO; Unit 03,

(Science and Stakeholders) and Unit D5 (Animal Welfare) usually attend plenary meetings of the AHAW Panel. EFSA and DG Research have also regular contact on animal welfare research issues. This contact is viewed by all parties as productive. The OIE and FAO are permanently invited to the AHAW Panel.

EFSA's Scientific Cooperation Unit (SCO) fosters cooperation and information exchange on scientific matters between EFSA, EU Member States and candidate countries. EFSA has also established a scientific network for risk assessment in animal health and welfare. The overall objectives of this network is to enhance cooperation in EU Member States and EFSA to build mutual understanding of risk assessment principles of animal health and welfare and to provide increased transparency in the current process among Member States and EFSA. This network is expected to promote harmonization of risk assessment practice and methodologies and reduce the duplication of activities by identifying and sharing current priorities.

EFSA co-operates with the Joint Research Centre (JRC<sup>219</sup>) of the European Commission. Although this agreement<sup>220</sup> focuses primarily on food and feed safety, contribution on issues such as transport of live animals illustrates areas of cooperation.

### 3.3.5 Recommendations on Question 3 (Research/Science)

The analysis suggests that priorities for future EU policy might include:

- Allocating more EU research funding to the refinement of animal experiments and to zoo animal welfare, as these subjects have so far received little attention. The amount allocated should be in line with policy relevance and be decided with input from main stakeholders.
- Evaluating the effectiveness of the FP7 ethics procedures. Increasing effectiveness may require activities in the areas of training and communication.
- Emphasising the importance of EFSA scientific opinion in the development of policy and legislation as well as raising welfare standards.
- Facilitating improved coordination of animal welfare research between Member States to reduce overlap and enhance use of resources (including animals). This could be one of the roles for a network of European Reference Centres for animal welfare. This could be modelled on the existing network of Community Reference Laboratories in the field of animal health and live animals (CRLs). In 2010, these CRLs received on average € 250,000, but contributions for welfare issues should be dependent on the importance and relevance of each issue for the EU.
- Ensuring that EFSA opinions continue to cover the whole scope of the animal welfare policy area, also including non-food-producing animals.

## 3.4 Question 4: To what extent have EU actions of communication to stakeholders and the public contributed to raise their awareness and responsibility towards animal welfare?

### 3.4.1 Summary

**The EU has supported events, online resources and policy consultations. Surveys suggest that there is significant public interest in animal welfare issues and there were high levels of public engagement in EU consultations linked to reviews of legislation. However, partly as a result of a lack of monitoring information, there is little evidence from which to determine the impact of EU communications on stakeholders' and public awareness and responsibility towards animal welfare.**

**The size of the communications task is large, given the number of consumers and stakeholders and their current levels of awareness, and EU resources are limited. This calls for a strategic approach which focuses effort on areas and issues where**

**EU communication efforts can deliver most added-value. A variety of different organisations are involved in communications activities at different levels and to different audiences, and the European Commission's role needs to be defined within this landscape. An animal welfare communications strategy, identifying the priorities for targeting the EU's limited resources, would help to focus activity and resources to maximise impact. Stronger monitoring systems would enable the impact of investments in communication activities to be better assessed.**

### 3.4.2 Introduction

EU institutions, different DGs within the European Commission, Member States, political parties, industry, civil society organisations, and regional and local authorities across Europe all communicate on animal welfare issues.

EU communication activities aim to raise awareness and understanding of animal welfare issues among EU citizens. If carried out effectively, they have the ability to encourage demand for higher welfare products (by influencing consumers) and to directly influence the ways in which animals are kept and used (by engaging farmers, businesses and other stakeholders).

To determine the extent to which EU actions of communication have contributed to raising the awareness and responsibility of stakeholders and the public towards animal welfare across Europe, we consider:

- The focus and scale of animal welfare communication activities supported by the EU over the evaluation period.
- The state of stakeholder and public awareness of and interest in animal welfare, and evidence of the role of EU animal welfare communications activities in influencing this.

### 3.4.3 Assessment

#### 3.4.3.1 Animal Welfare Communication Activities supported by the EU

The EU engaged in three main types of animal welfare communication activity during the evaluation period:

- **Events:** Records suggest that the majority animal welfare-related of events (seminars, workshops and conferences) held during the evaluation period focussed on farm animals or on animal welfare as a whole<sup>221</sup>. DG SANCO has had the greatest involvement with this strand of communication. DG Environment<sup>222</sup> has had a 'signposting' role - identifying upcoming seminars and conferences on experimental and wild animals run by NGOs and other organisations. The European Partnership for Alternative Approaches to Animal Testing (EPAA) has been active in organising and signposting events regarding alternatives to animal testing<sup>223</sup>.
- **Online resources:** Web based information on farm, experimental and wild animals is provided by DG SANCO and DG Environment. Most of the online tools now available came online towards the end of the evaluation period or just afterwards (i.e. post 2008). Online communications sponsored or provided by the European Commission include:
  - The animal welfare page on the DG SANCO website ([http://ec.europa.eu/food/animal/welfare/index\\_en.htm](http://ec.europa.eu/food/animal/welfare/index_en.htm)). This provides information on the EUPAW and web links to additional sources of information on animal welfare and awareness).
  - Animal welfare newsletters. A twice yearly publication aims to raise awareness among the general public, stakeholders, professionals and NGOs about animal welfare. [http://ec.europa.eu/food/animal/welfare/newsletter\\_en.htm](http://ec.europa.eu/food/animal/welfare/newsletter_en.htm))
  - *Farmland*, a computer game designed to educate children about animal welfare issues. *Farmland* is an interactive and informative online computer game

targeting children aged between 9 and 12 aiming to help them make informed choices about the food they will be buying in the future. The tool demonstrates that although animals are farmed, transported and slaughtered to meet human needs, rules and policies are in place to promote humane treatment. The five freedoms, developed by the Farm Animal Welfare Council, were the basis on which *Farmland* was developed. [www.farmland-thegame.eu](http://www.farmland-thegame.eu).

- The DG Environment web page on experimental animals. [http://ec.europa.eu/environment/chemicals/lab\\_animals/home\\_en.htm](http://ec.europa.eu/environment/chemicals/lab_animals/home_en.htm)
- The DG Environment web page on wildlife trade: [http://ec.europa.eu/environment/cites/home\\_en.htm](http://ec.europa.eu/environment/cites/home_en.htm) and trade in seal products: [http://ec.europa.eu/environment/biodiversity/animal\\_welfare/seals/seal\\_hunting.htm](http://ec.europa.eu/environment/biodiversity/animal_welfare/seals/seal_hunting.htm)
- **Expert and public consultations:** During the evaluation period consultations were conducted to support the review and design of EU legislation and the formulation of policies and programmes. Internet-based consultations have helped the Commission to collect information on public attitudes to the welfare and protection of animals, supporting initiatives such as the Community Action Plan on Animal Welfare and Protection<sup>224</sup>. In most cases the results of these surveys have been published online. Citizen and expert surveys were conducted in relation to the revision of the Experimental Animals Directive<sup>225</sup> and the Regulation on the trade in seal products.

The three main types of animal welfare communication activity outlined above were carried out through several DGs and without a formal communications strategy in place. This is not seen to be the most effective mechanism by some of the stakeholders interviewed as part of this evaluation. For example, one NGO commented that communications efforts are fragmented and that this can make it difficult for stakeholders and the public to understand the different aspects of EU animal welfare policy. The Paulsen report commented that the Commission has not, during the period of the 2006-2010 Action Plan, developed a clear communication strategy on the value of products that comply with animal welfare standards.

The human resources dedicated to animal welfare communications over the evaluation period were comparatively modest. Between 2000 and 2008 there were no European Commission staff dedicated purely to animal welfare communications, with communications activities being only a part of employees' duties. A more structured and transparent approach to animal welfare communications has emerged since DG SANCO's animal welfare unit was separated from the animal health unit in 2008. An annual animal welfare communication plan<sup>226</sup> is now in place and contracted staff within DG SANCO deal specifically with communications on animal welfare.

#### 3.4.3.2 Status of Awareness and Interest in Animal Welfare

The Community Action Plan on the protection and welfare of animals (2006-2010) states that there has been a 'clear shift of public attitudes towards animals over recent decades', with consumers becoming increasingly concerned about the implications of farming for the health and welfare of animals involved. It states that the mindset of consumers and producers has undergone a seismic shift from merely preventing cruelty and avoidable suffering to animals, and instead becoming more focused on promoting their wellbeing and meeting their most important needs<sup>227</sup>.

**Empirical evidence shows that for many consumers, food quality is determined not only by the nature and safety of the end product but also by the perceived welfare status of the animals from which the food has been produced.** Eurobarometer surveys conducted in 2005 and 2006 indicated that farm animal welfare was of concern and relevant to a significant proportion of European citizens and that it influenced their choices of where to shop for food. In the 2006 survey, 62% of the 29,000 people<sup>228</sup> questioned said they would be willing to change their usual place of shopping in order to buy more animal welfare friendly food products. Concern about animal welfare does not necessarily

translate into purchases of higher-welfare products<sup>229</sup>. Therefore in most instances products associated with 'enhanced' animal welfare standards still represent only a small segment of the market<sup>230</sup>. Price and availability may be contributing factors but there is also some evidence that this reflects, at least in part, a lack of information about production systems and of market transparency<sup>231</sup>. The situation may be further influenced by the prevailing economic situation and available income. A 2010 Eurobarometer survey performed in 27 Member States indicates that among many other issues related to food associated risk, animal welfare is ranked as a medium level of concern, with an average of 64% people worried about the welfare of animals<sup>232</sup>.

**Public and stakeholder interest in animal welfare is also demonstrated by the large number of responses to the citizen surveys carried out during the revision of specific EU Directives.** For example, the Commission received 42,655 replies, from 25 Member States and third countries, to its internet consultation on the revision of the Experimental Animals Directive. This was the third largest response to Commission consultation on any subject<sup>233</sup>. However, it is important to note in this context that the results of this consultation are based on the responses of those citizens who were interested in the subject and took the initiative to fill in the questionnaire. Therefore, the results are not comparable to those obtained from surveys, such as Eurobarometer. However, the large participation gives a strong indication of the public interest in this area. The results of this survey<sup>234</sup> highlight that the main sources of information for the citizens that responded were animal protection organisations<sup>235</sup> and school or university<sup>236</sup>. Only 3.7% of the responses stated that the European Commission was their main source of information.

**The online consultation conducted as part of this evaluation also found that people are unaware of specific European Commission funded animal welfare communications tools and where to access animal welfare information from the DG SANCO website<sup>237</sup>.** The online consultation found that people who support campaigns that prioritise improvement of animal welfare tended to disagree with the statement that "I was previously aware of where to access information on animal welfare from the DG SANCO website". Only 21% of individual respondents agreed or strongly agreed with this statement, while 50% disagreed or strongly disagreed.

**The interest of the public in animal welfare is reflected in the demand for further information, particularly in relation to farm and experimental animals.** Survey evidence demonstrates a significant demand among EU citizens for better information on animal welfare<sup>238</sup>.

#### 3.4.3.3 The Role of Animal Welfare Communication Activities supported by the European Commission

The extent to which Commission-funded communication activities have contributed to public and stakeholder interest and awareness of animal welfare over the evaluation period has been examined through an analysis of their outputs, influence and impact.

Output indicators relevant to animal welfare communications include the number of hits on websites, the number of publications produced, the number of participants at workshops and events, and feedback from participants at workshops and events. **These outputs have not been systematically monitored over the evaluation period.** However, some data on such outputs were obtained by the European Commission at the request of the evaluators. These included data on the number of participants at selected events on animal welfare. These suggest that approximately 1,450 people engaged in these events over this period<sup>239</sup>. The number of hits on animal welfare web pages and web tools (such as *Farmland*) were also provided<sup>240</sup>.

In the online stakeholder consultation conducted for this study, only 29% of respondents agreed or strongly agreed with the statement that 'EU communications have helped to raise responsibility towards animal welfare', while 37% disagreed or strongly disagreed. When interviewed, NGOs and sector bodies recognised the importance of European Commission



funded communications in raising the awareness and responsibility of the public and the stakeholders themselves towards animal welfare. But many expressed the view that **over the evaluation period there was limited activity and also uncertainty about the goal and target audience of communication activity.**

**The limited monitoring of outputs and outcomes means it is not possible to determine the impact of EU communication actions on stakeholders' and public general awareness of animal welfare issues over the evaluation period.**

We can conclude from the above review that:

- **The size of the potential task faced by the Commission and its partners in relation to animal welfare communications is immense.** Animal welfare is an issue that affects all EU citizens and consumers, and a wide range of different businesses and stakeholders.
- **There are different audiences for communications activities,** ranging from the population as a whole to specific target audiences such as regulators, veterinarians, Member States, local and regional authorities, farmers and particular businesses. These different audiences clearly have different interests and levels of knowledge and concern for animal welfare issues.
- **The resources available to the European Commission are very limited relative to the scale of this task.** DG SANCO has an annual communications budget of €300,000, while there are 500 million consumers and 8.6 million livestock farmers in the EU27. **The available resources are small compared to some other areas of EU policy.** For example, in 2008 the Commission spent €7.7 million on communications related to Economic and Monetary Union, €7.0 million on enhancing public awareness of the CAP, and €6.0 million on awareness raising in the field of environmental policy<sup>241</sup>.
- **A variety of different organisations are involved in communications activities** at different levels and to different groups, and the Commission's role needs to be defined within this landscape.
- **In the absence of a clear strategy, it is difficult to see how limited resources can be targeted to greatest effect.**

#### 3.4.4 Recommendations on Question 4 (EU communication)

The analysis above suggests that future priorities for EU policy might include:

- Development of an animal welfare communication strategy, incorporating:
  1. Definition of the problem to be addressed (based on a mapping of current and recent activity across the EU and an analysis of existing gaps and needs).
  2. Identification of the target audiences and the means by which EU supported communication activities can influence them, either directly or indirectly through other stakeholders.
  3. Definition of the objectives and key messages of communications activity.
  4. Definition of the European Commission's role and responsibilities, working with and through other stakeholders.
  5. An implementation plan, specifying financial and human resources to be deployed, milestones, targets and monitoring and evaluation procedures.
  6. It is recommended that the strategy prioritises communications focused on the core EU policy areas of animal welfare legislation, research and international activities, as well as animal welfare labelling (which has an important potential role in the internal market and international trade). There is greatest scope for EU to add value where

communications link directly to policy and/or seek to enhance co-ordination of activity by Member States. EU initiatives to communicate directly with the public (e.g. through the online tool “Farmland”) have had limited impact and should be less of a priority. Other existing communications activities, such as online communication of EU policy, consultations on policy developments, dissemination of the results of EU funded research, and international conferences and events should continue to remain priorities.

- Stronger and more consistent monitoring and evaluation of communication activity, including consistent and regular measurement of the outputs and outcomes achieved through appropriate indicators<sup>242</sup>.
- Continuing work to examine options for the development of animal welfare labelling and consumer information in the EU, following the Commission’s 2009 report on the subject<sup>243</sup>.
- Examining the development of regular publications to raise the profile of animal welfare at EU-level, such as a report on the status of animal welfare in the EU, using existing indicators for monitoring the status of animal welfare. Examples of such publications can be found in Member States<sup>244</sup>. If the idea of a European Network of Reference Centres for the protection of animal welfare (recommended in the Paulsen report) becomes a reality in the future, then such centres could play a role in collating and disseminating such information.

### 3.5 Question 5: To what extent have EU international initiatives on animal welfare contributed to raising awareness and creating a shared understanding on animal welfare issues and standards at world level?

#### 3.5.1 Summary

The EU first raised animal welfare within the WTO in 2000, an action that led to animal welfare being identified as a priority in the Strategic Plan of the OIE in 2001. This was a starting point for activity in this area in third countries, although mainly focused on food producing animals. At the start of the evaluation period, very few third countries had animal welfare codes and many were unaware of the importance of animal welfare to the EU. To raise awareness of animal welfare at the global level, the EU has contributed to the work of intergovernmental organisations, such as the OIE and FAO, provided training for scientists, government officials, farm workers and veterinary officers and included animal welfare in trade agreements with third countries. The international activities of the EU are widely welcomed by third countries and are recognised as having raised the profile and awareness of animal welfare in a global context, but there is still much to be achieved. There is widespread support by EU citizens and stakeholders that this should continue to be a priority area for the EU.

#### 3.5.2 Introduction

**The promotion of animal welfare and the adoption of standards internationally is a key goal for the EU, for the benefit of consumers as well as EU operators<sup>245</sup>. The EU has made a commitment to support international initiatives to raise awareness and create a consensus on animal welfare<sup>246</sup>.**

Many Member States import products that have involved animal use from countries outside the EU. There is concern that the husbandry and production systems used in the production of animal-derived items that are imported from third countries may not meet EU standards for animal welfare.

**Animal welfare has not been a priority for governments of many of the EU’s international trading partners**, either because of a belief that market forces should dictate



management of such issues or because alleviation of human poverty has been the overwhelming public policy concern<sup>247</sup> as some of them declared in 2000. Some of the EU's main trading partners for relevant products - such as Brazil, Canada and Argentina - had general legislation relating to animal welfare prior to 2000, but no specific animal welfare standards<sup>248</sup>. Canada, together with the Russian Federation and the USA (in an agreed minute) has however, concluded an agreement on humane trapping standards with the EU.

The EU has recognised that the first step in getting third countries fully engaged in the development of animal welfare standards is to create a wider understanding and awareness of animal welfare, including among government officials and major exporters.

To evaluate the impact of EU international initiatives the Commission's engagement with a range of third countries and intermediaries over the evaluation period has been examined. The views of governments in these countries, EU stakeholders and inter-governmental organisations were sought. Third countries were selected on the basis of their importance for EU trade in animal-derived products.

### 3.5.3 Assessment

#### 3.5.3.1 EU Communication Activities

The EU's international activities have been led by the European Commission and their efforts have been focused on particular animal types with DG SANCO taking the lead on farm animals. The four main types of approach that have been applied are:

- **Trade agreements;**
- **EU support to inter-governmental organisations;**
- **International standards;**
- **Direct support for training activities.**

#### 3.5.3.2 Trade Agreements

In recognition of the increased trade with non-European third countries and the role of the World Trade Organisation (WTO), the EU submitted a paper 'Animal Welfare and Trade in Agriculture' for discussion at the special session meeting of the Committee of Agriculture held in September 2000<sup>249</sup> with the aim of getting animal welfare addressed in the WTO framework. The majority of other WTO members disagreed with this proposal. Many countries viewed animal welfare as a technical barrier to trade rather than a direct health issue. Some third countries suggested that animal welfare concerns should not be restricted to farm animals, and in addition should be addressed by the World Organisation for Animal Health (OIE)<sup>250</sup>.

**One significant outcome of these discussions was recognition that animal welfare throughout the whole production system was a component of international trade and there was agreement that the development of standards of animal welfare should be a role for the OIE.**

**Since animal welfare does not fall within the SPS, the EU has pursued its inclusion within bilateral trade agreements.** In 2004 for example, as a result of the EU-Chile SPS Agreement, a specific Working Group for Animal Welfare was established to facilitate a common understanding on the application of animal welfare standards, raising knowledge and exchanging scientific expertise. Since 2004, animal welfare has specifically been addressed in trade agreements with Canada (2004-2005), and more recently with South Korea (2009), Columbia, Peru and Central American countries (2010), and co-operation forum with New Zealand and Australia (2007, 2008).

Businesses from third countries that wish to export animal products to the EU have to request an approval to the European Commission via their competent authorities. The FVO carries out missions to the exporting countries and assesses the welfare of animals at

stunning and slaughter to ensure that the animals have been slaughtered under conditions which offer guarantees of humane treatment at least equivalent to those provided in the EU legislation, in addition to other legal requirements (animal health, food safety). The FVO missions do not aim to check individual businesses but rather the third country's ability to enforce these standards and the prevailing understanding of animal welfare<sup>251</sup>.

### 3.5.3.3 EU support to Inter-governmental Organisations

**Support of international inter-governmental organisations such as the OIE and the Food and Agriculture Organisation of the United Nations (FAO) has been a high priority for the EU in communication of animal welfare issues in third countries.**

#### *OIE*

Following the WTO meetings in 2000, animal welfare was identified as a priority in the Strategic Plan of the OIE in 2001. **The EU recognised the importance of the OIE and has provided support to the OIE through direct financial aid and support by scientific staff for training and other initiatives.** Funding is also provided by EU Member States, all of which are members of the OIE.

The main milestones and outputs of the OIE in this regard have been the inauguration of the Animal Welfare Working Group (2002), the adoption of the first recommendations of the Working Group (2003), and the inclusion of the guiding principles on animal welfare in the OIE Terrestrial Animal Health Code (2004). As well as being on the working groups that developed the recommendations, the EU has contributed more than 45 written comments to the OIE on a diversity of issues regarding animal welfare and development of animal welfare recommendations<sup>252</sup>. The OIE has recognised the importance of raising the awareness of veterinarians to the importance of animal welfare, and has included animal welfare in the OIE Tool for the Evaluation of Performance of Veterinary Services. The OIE, along with other international organisations, has encouraged veterinary schools in developing countries to offer courses in animal welfare.

The first global conference of the OIE, held in Paris 2004, achieved a broad consensus for development of animal welfare standards and was organised with substantial assistance from the EU. The EU financially supported the second global conference on animal welfare held in Egypt, 2008, which had the theme of 'putting the OIE standards to work'. The majority of delegates attending this conference were from third countries<sup>253</sup>.

#### *FAO*

The FAO sees livestock production as an important means of poverty reduction in developing countries and humane practices as an important aspect of this. In particular, the FAO organised an expert meeting on capacity building to implement good animal welfare practices in 2008<sup>254</sup>. The EU provided key inputs to this expert meeting which considered the challenges and benefits within developing third countries for implementation of animal welfare standards and identified a series of recommendations for addressing these. One recommendation was to increase access for developing nations to scientific evidence and the outcomes of scientific research. The EU contributed to the development of the FAO internet portal for farm animal welfare 'Gateway to Animal Welfare'<sup>255</sup>. This aims to address this recommendation and has now become active.

#### *IFC (International Finance Corporation)*

The European Commission was directly involved in developing a Good Practice Note on "Improving animal welfare in livestock operations" published in 2006 by the International Finance Corporation (IFC)<sup>256</sup>. The IFC has an important role in steering private sector investment in developing countries towards sustainable projects and this Note was part of a series produced by IFC. It set out the business case for animal welfare in addition to the importance of the OIE standards but there are no indications as to whether this initiative has benefited animal welfare.

#### 3.5.3.4 International Standards

**The EU has sought to promote and incorporate its policies into international standards via the OIE and Organisation for Economic Co-operation and Development (OECD).** Directives and regulations concerning animal welfare have been in place within the EU since 1974, with the majority of legislation targeted at farm animals (Section 3.1)<sup>257</sup>. In contrast, animal welfare recommendations were first adopted into the OIE Terrestrial Code in 2005. These initial OIE recommendations covered the transport of animals by land, sea and air, the slaughter of animals for human consumption, and the killing of animals for disease control purposes. Subsequently, stray dog population control and the welfare of farmed fish (within the OIE Aquatic Animal Health Code) have been addressed and work is ongoing on the development of OIE recommendations on specific farm production systems. In areas such as the control of stray dogs, farmed fish and trapping standards, the OIE has taken initiatives with assistance from the EU, prior to specific EU policies in these areas.

Experimental animals were first covered by EU policy in 1986. **With the active involvement of the EU, the first OIE standards on the use of animals in research and education were adopted in May 2009.** Since 1996 the OECD has been considering animal welfare through its Chemicals Programme. The EU and its Member States are members of the OECD and have contributed to the development of guidelines on Humane End points that were introduced in 2000 and revision of 10 test procedures to implement replacement, reduction or refinement. Today there is continuous work on-going to introduce new and revised tests that would further reduce and refine animal use for regulatory testing purposes. The EU is fully involved in these developments.

#### 3.5.3.5 Science and Technology Transfer

**The EU has supported and organised many seminars and conferences, both within the EU and in third countries,** in recognition of the importance of knowledge transfer in increasing awareness of animal welfare.

##### *Conferences*

International Conferences have been open to third country participants and have invited speakers from third countries. The Global Trade and Farm Animal Welfare conference held in Brussels in 2009 included speakers from eleven non-EU countries<sup>258</sup>. Non-EU meetings have been held in Uruguay and Chile - the 2007 Animal Welfare Congress held in Uruguay was supported by the EU,<sup>259</sup> and was attended by governmental delegates, including Chief Veterinary Officers and stakeholder representatives from across the Latin America Region. Seminars held as a result of the bilateral trade agreement with Chile have been held in both Europe<sup>260</sup> and in Chile<sup>261</sup>. The seminar held in Europe allowed a limited number of Chilean officials and scientists to share experiences and ideas with many leading EU animal welfare scientists. The seminar held in Chile aimed to provide a forum for discussion of animal welfare issues by Chilean government officials, sector representatives, academic institutions and the public<sup>262</sup>.

The EU appreciates that its policy on animal welfare needs to be communicated in developed, as well as in developing countries. In addition to the work of organisations such as OIE, the EU presents its policy on animal welfare at key conferences organised in those countries. Such presentations have been given in Australia<sup>263</sup> and Canada<sup>264</sup>.

##### *Workshops*

DG SANCO has recognised the importance of training in raising awareness of animal welfare in third countries and has actively encouraged third country participants in training courses held under its *Better Training for Safer Food* programme<sup>265</sup>. There has also been significant funding for training in Africa (*Better Training for Africa*). Both of these training programmes cover animal welfare during transport and slaughter.

Workshops on assessment of animal welfare in pigs and poultry have also been supported. The first workshops were held in 2007 and 2008 in Uruguay, Chile and Brazil and included participants from Uruguay, Chile, Brazil, Mexico and Argentina.

The EU has also initiated workshops on seal killing and skinning methods and trapping which have been attended by international experts. There is little evidence of such activities targeted at issues relating to pet, experimental or zoo animals.

#### *Research*

Researchers from developing countries are actively encouraged to participate in EU research, especially in the field of animal welfare. The Welfare Quality® Project<sup>266</sup> included research partners from Chile, Uruguay, Mexico and Brazil. Its steering committee included members from other developed countries such as Canada, US and New Zealand. Research partnerships between New Zealand and the EU, within FP7, are being facilitated through FRENZ<sup>267</sup>.

#### 3.5.3.6 Planning and Assessing the Impact of International Activities

International initiatives on animal welfare are included in the annual communication plan of DG SANCO which, has been produced since 2008. Prior to this they appear to have been carried out on an ad hoc basis, with the main focus being on support to the OIE.

**The Commission does not appear to have formally measured the success of its international animal welfare initiatives over the evaluation period.** Since 2008 DG SANCO has listed the initiatives undertaken on its website, including numbers of participants in some workshops. This information may help to assess the impact of these initiatives in future.

#### *Views of Third Countries*

Comments on the impact of EU international activities were made by five government representatives, two NGOs and two animal welfare scientists. These consultees come from Canada, US, Brazil, Chile, Uruguay, and New Zealand. **Government representatives interviewed in third countries were knowledgeable and generally supportive of the international activities that the EU has undertaken. The developing countries are especially grateful for the EU's involvement, and acknowledged that this had been a major contributor to an increased awareness of animal welfare in government and with business leaders.**

The South American scientists who worked on the Welfare Quality® project report that government officials and business leaders<sup>268</sup> place more weight to their opinions since their involvement in that project. In contrast, independent animal welfare scientists in some of the third countries were unaware of any EU international activities, and were doubtful of their impacts.

Public perceptions of animal welfare in developing countries were assessed in the Econwelfare project and have been reported in two scientific papers from Chile. The results from one survey found that animal welfare was an important factor when purchasing beef<sup>269</sup>. A later survey found that although animal welfare was an important factor, it was not one for which consumers were prepared to pay significantly more<sup>270</sup>. Experts consulted during the Econwelfare project indicated that animal welfare was not a particularly high priority for the public in developing countries<sup>271</sup>. Some third countries do not regard attempts to influence public opinion as a constructive activity for the EU but they do welcome the co-operation at a scientific and technical level. One exception to this was reported from Uruguay where the international conference organised in 2007 was said to have improved the public's awareness of animal welfare.

#### 3.5.3.7 Animal Welfare Activities occurring in Third Countries

##### *Government Actions*

Public opinion has been an important force in animal welfare policy in developed countries (Canada, US and New Zealand) that are important trading partners with the EU<sup>272</sup>. The driver for animal welfare policy in developing countries (especially in South America) has tended to be related to international trade. Although increases in animal welfare awareness

and understanding may have occurred in third countries it is unlikely that the advances that have been made would have been achieved if the EU had not pursued its aims in this area.

**The inclusion of animal welfare into the EU's bilateral agreement with Chile is believed to have directly influenced adoption of the first Animal Protection Law in Chile in 2009.**

Over the period 2000 to 2008 several governments in third countries established departments that specifically deal with animal welfare. For example, the Brazilian government created an Animal Welfare Department in 2008 and has worked on the welfare of farm animals and animals during transport since 2005. Chile created an Animal Welfare Unit within its government in 2010. It appears that the focus of these departments will be on farm animals. The US has also set up an Animal Welfare Information Centre

New Zealand and Australia each has one government department responsible for the welfare of all types of animal. These arrangements pre-date the evaluation period. Canada and the US until recently have avoided a federal involvement in farm animal welfare, preferring industry, charities and market forces to drive the animal welfare agenda. Both however had sections of government focused on the welfare and promotion of standards for experimental and wild animals prior to 2000. The US does now include farm animals within the remit of the Animal Welfare Information Centre.

Countries with Codes of Practice on animal welfare (such as Australia and Argentina) have taken steps to review them with a view to their harmonisation with OIE standards. Other countries<sup>273</sup> are now developing Codes of Practice that implement the OIE standards, although these were generally not in place by 2008. In China, 'humane slaughter' was officially written into the Commerce Ministry's regulation on the killing of pigs in 2008.

#### *Training of Farmers, Hauliers and Veterinarians*

Attendance on training courses for people involved in the production chain, such as farmers, hauliers slaughterhouse staff was encouraged by governments in several countries over the period 2000 to 2008. In Brazil, training of veterinary officers in the welfare of animals during loading and at slaughter was implemented in 2005. Brazil has also developed training programs for hauliers, and farm workers, but apparently not before 2008. **These actions are linked to supporting export markets, especially the EU.**

Training for livestock transporters has been undertaken in North America since 2007. While this has not been supported by an EU initiative **the motivation for development of such courses has partly been attributed to the EU's import requirements.** These courses are not restricted to businesses that deal in exports and the training has been supported and led by the industry.

13 out of the 88 delegates to the initial workshops under the *Better Training for Safer Food* programme were from third countries. The majority of these came from countries from which significant imports of animal products are sourced<sup>274</sup>.

Animal welfare was included in the curricula of the Veterinary Schools of some developed countries (such as Canada and New Zealand) before 2000, but has only been introduced in many South American countries since then. Animal welfare modules tend to be optional and focused on the legislation<sup>275</sup>. The OIE is involved in improving this situation, alongside government and the vet schools. For example, in Uruguay from 2011 animal welfare will be incorporated into the curriculum.

#### *Research*

The total spent by governments in other developed countries on animal welfare research over the evaluation period was significantly less than in the EU. Budgets for animal welfare over the evaluation period were reported as: €3 million (all animal types) in Australia; €4 million (wild animals) in the US; and €13 million (wild animals) in Canada<sup>276</sup>. Most animal welfare research in these developed countries is funded by industry and NGOs (for example farm animals in the US).



A lack of government research funds, highlighted by New Zealand and Canada, is thought by some stakeholders to hinder advancement of skills and knowledge in this area<sup>277</sup>. Many developing countries have accepted the requirements for animal welfare standards but highlighted their lack of experience at all levels in this field as being a disadvantage<sup>278</sup>. These third countries look to the EU for research in this area, but they have highlighted problems with accessing many of the published papers - mainly due to a lack of global availability of some journals, or a language barrier. This is illustrated by low recorded usage of the FAO portal by South American countries. This is now being addressed, through organisation of regional scientific meetings in these countries.

#### *Views of EU Stakeholders*

**Although EU international activities appear to have led to improved awareness of animal welfare by third country governments, respondents to the online consultation did not believe that the EU has had an impact in this area.** In fact the majority of EU respondents disagreed with the statement 'EU international initiatives have helped to create a shared understanding of animal welfare issues and responsibilities at world level'<sup>279</sup>. The majority of the comments to this question, both from individuals and from stakeholders, were supportive of the EU doing more in this area. **Comments from animal welfare organisations acknowledge and commend the work of the EU in this area, but highlight that much more needs to be done. Interviews with sector representatives and Member States also identified this as a priority area for the EU.**

#### 3.5.4 Recommendations

Recommendations for EU international initiatives are given in Section 3.6.4.

### 3.6 Question 6: To what extent have EU international initiatives on animal welfare contributed to establishing equivalent market conditions between EU businesses and businesses from third countries exporting to the EU?

#### 3.6.1 Summary

**There are significant differences between the legislation, voluntary standards and public perceptions of animal welfare in the countries exporting to the EU and those within the EU. The differences are most pronounced where EU Directives are in place for particular species of farm animals. At present, lower production costs in third countries generally owe more to differences in labour, feed and other costs, than to different animal welfare standards.**

**There is a significant risk that higher egg production costs in the EU from 2012 will further weaken the competitive position of the industry compared to third country producers and that this will impact on international trade in future, particularly for egg products. A European Parliament Resolution on the Animal Welfare Action Plan called for imports of eggs into the EU to comply with the same conditions as those of the EU, and for this to apply equally to shell eggs and egg products.**

**The EU has been working via the OIE and bilaterally with trading partners to raise awareness of animal welfare aimed at lifting standards in other countries in order to have common rules. This remains work in progress. The OIE only began its role in animal welfare in 2001 and, by the end of 2004, guiding principles for animal welfare had been established, based on internationally-recognised terms such as the Five Freedoms and the Three Rs. OIE recommendations for international transport and slaughter, adopted in 2005, appear to have been influenced by EU requirements. On-farm animal welfare is now beginning to be addressed by the OIE but this will be a long-term issue. Bilateral agreements with the EU's main current and prospective trading partners will therefore remain important for the future.**



Implementation and enforcement of international standards are not directly within the OIE's responsibilities. These are likely to remain important challenges for the future. It is clear that the EU has played a significant role in the OIE's animal welfare activities to date and also in the development of bilateral agreements but the extent of its contribution may be under-estimated at present by some stakeholders in the EU. Continued EU initiatives will be needed if progress is to be maintained at international level.

### 3.6.2 Introduction

The EU's commitment to supporting international initiatives and to creating a greater international consensus on animal welfare has been established<sup>280</sup>. To determine the extent to which these initiatives have contributed to equivalent market conditions between EU businesses and businesses from third countries exporting to the EU, we consider:

- The focus and scale of EU international initiatives;
- Evidence of EU influence on international agreements and standards adopted within the evaluation period; and
- Information on relative production costs and animal welfare standards and the effects of these upon producers in the EU and its principal trading partners for the products concerned.

Differences in animal welfare standards between the EU and third countries have the potential to influence market conditions and competition between imported products and those from EU producers. Only in relation to the slaughter of animals do equivalent EU animal welfare requirements specifically apply to products from third countries which are exported to the EU.

The structure of EU meat imports has changed in the past decade as a result of EU enlargement and the growth of non-European imports. Data for 2008, showing imports of poultry, cattle, sheep and pig meat from selected third countries are summarised in Table 3.5<sup>281</sup>.

Table 3.5 Imports of Meat to the EU, 2008 (000 tonnes)

	Poultry Meat	Pig Meat	Cattle Meat	Sheep and Goat Meat
Argentina	19	0	82	5.5
Brazil	341	0	106	0
USA	0.3	28	6.4	0
Canada	0	0.1	0.9	0
Thailand	146	0	0	0
Australia	0	0	12	20
New Zealand	0	0	10	226
<i>Total (7 Countries)</i>	<i>506</i>	<i>28.1</i>	<i>217</i>	<i>252</i>
<b>Total EU imports</b>	<b>538</b>	<b>54</b>	<b>310</b>	<b>265</b>
Total imports as a % of EU production	4.7%	0.2%	3.8%	25.9%

Trading patterns change over time. For example, Thailand has become less important for EU poultry meat imports in recent years as a result of disease and related restrictions. The

above figures do not include Namibia and Botswana, but FAO data shows that these two countries exported a total of over 3,000 tonnes of cattle meat to the EU in 2007.

New Zealand exported 226,000 tonnes of sheep meat to the EU in 2008, accounting for more than 85% of total imports. Imports from New Zealand were equivalent to 22% of annual EU output of sheep and goat meat. In the past, there has been little trading in shell eggs between the EU and third countries but the EU has been a net importer of egg products. The USA (5,200 tonnes) and India (4,100 tonnes) were the main third country exporters to the EU in 2007<sup>282</sup>.

Assessments<sup>283</sup> of legislation, voluntary standards and public perceptions of animal welfare in key exporting countries indicate some major differences between these countries and the EU. A brief overview of legislation and standards in selected third countries is set out below.

In Brazil, general animal welfare legislation is in place but it lacks detail, with, for example no legislation governing welfare of poultry at farm level or during transport. Animal welfare is not considered a priority for the local market, but it is acknowledged to be relevant for the EU export market.

Interest in animal welfare is considered higher in Argentina than in Brazil. In Argentina it is acknowledged that welfare developments in the EU are followed closely but they are not the only driver. General animal welfare requirements are said to be well established but it has been reported that they are not always effectively enforced<sup>284</sup>. Transport and slaughter have been identified as particular areas of concern, although welfare at slaughter is considered better for products which are exported to the EU under the Hilton Quota<sup>285</sup>. Attempts have been made to improve welfare by emphasising the economic benefits to farmers. In addition, new legislation is being developed in Argentina which will set minimum standards for animal welfare and provide opportunities for voluntary certification.

The USA has little legislation on animal welfare at Federal level, but there is legislation at state level to prevent cruelty to animals. The results of recent referenda indicate increasing animal welfare concerns, with for example the state of California voting against cage housing for hens and stalls for sows and veal calves.

In Canada, animal welfare legislation at Federal level is also limited. Provinces have animal welfare legislation although the requirements are often very general. In Thailand, the livestock industry is said to be regulated but there is a two standard market both in terms of farm standards and at slaughterhouses. For high quality products, destined mainly for export, farm standards have been issued by the Ministry of Agriculture and Cooperatives<sup>286</sup>.

In New Zealand, the Government has recognised that animal welfare must be a high priority for an agricultural nation which is dependent on exports. An Animal Welfare Act has been in place for many years and codes of practice have been prepared for a wide range of farm animal species as well as dogs, circuses and zoo animals.

An OIE investigation of animal welfare regulations in countries in Africa concluded that legislation fell short of global averages, except for legislation on the control of stray dogs.

The EU's international initiatives are intended to address these differences, encourage improved standards and create greater global consistency.

### 3.6.3 Assessment

#### 3.6.3.1 Impact of Relevant EU International Initiatives

A number of international initiatives on animal welfare have taken place during the course of the evaluation period (Section 3.5) and the role played by the EU in many of these has been significant.

In 2000, at the start of the evaluation period, the EU's international initiatives on animal welfare mainly concerned the Council of Europe. A number of Council of Europe

Conventions and Recommendations for animal welfare were already in place and more were prepared subsequently<sup>287</sup>. Council of Europe Conventions were used as a basis for EU legislation and were also referred to in the elaboration of national legislation. EU enlargement since 2000 has meant that Member States now account for a higher proportion of the Council of Europe's membership<sup>288</sup> and the EU now imports comparatively few agricultural products which are subject to the aforementioned Conventions and Recommendations from non-EU Council of Europe members. In recent years, Council of Europe activities on animal welfare have been directed towards improving and harmonising conditions at international level, but all have recently been cancelled and it is uncertain if they will resume.

The establishment of 'guiding principles' on animal welfare in the OIE Terrestrial Animal Health Code in 2004 sought to ensure ethical responsibility for, and a shared global understanding of animal welfare, given the lack of awareness in many countries. These principles were based on internationally-recognised terms such as the Five Freedoms<sup>289</sup> and the Three Rs<sup>290</sup>.

A number of OIE recommendations were adopted<sup>291</sup> in 2005, with the active support and involvement of the EU. Articles in the EU Slaughter Directive and the European Convention for the Protection of Animals for Slaughter provided a foundation for recommendations on the slaughter of animals, which are considered to have been developed on the basis of sound scientific principles<sup>292</sup>. A commitment to the continuous improvement of animal welfare, based on science is included in the recommendations and it appears likely that the EU will be asked to play an active role in future developments.

The OIE's recommendations on transport appear similar in scope to the EU Transport Regulation. They address transport by sea, land and air and identify the responsibilities of individuals, the competence of those involved in handling livestock and journey planning. However, whilst recommendations are more general in nature than EU legislation, it is stated that the space allowance for animals transported by sea and land should be calculated using figures given in relevant national or international documents<sup>293</sup>.

**Since the OIE's guiding principles for animal welfare are very brief and general in nature, they cannot be considered equivalent to EU legal standards for farm animals.** However, the OIE's role in animal welfare is a comparatively recent one and many of its member countries, including some of the EU's key trading partners, do not have the same level of legislation or awareness of animal welfare as the EU. **Since 2009, the OIE has begun to develop international guidelines and standards for individual farm species**<sup>294</sup>. However, the diversity of OIE countries, differences in climate and accepted practices all work against uniform, prescriptive standards and it appears likely that emphasis will be placed on 'outcome-based' approaches<sup>295</sup>.

The creation of global recommendations and standards also raises important issues with regard to implementation and compliance. These challenges are recognised by the OIE but enforcement is not currently within its responsibilities<sup>296</sup>. At present, implementation in many OIE countries is mainly a matter for local veterinarians. The OIE considers the Chief Veterinary Officer (CVO) of the country and the veterinary services to be fundamental to improving welfare standards and this has prompted the OIE's involvement (again with EU support) in veterinary education initiatives.

The OIE believes that regional representation centres, originally involved in the surveillance and control of animal diseases, are now beginning to have an involvement in animal welfare. A regional animal welfare strategy for Asia, the Far East and Oceania<sup>297</sup> has been established and endorsed by the OIE, and, if successful, this type of initiative should encourage local ownership. It may also lead to better international co-ordination and may reduce the need for EU involvement. The OIE also emphasises the benefits of good welfare to businesses in relation to issues such as disease control and food security so that enforcement is not the only way of raising standards.

The role of the FVO in third countries was addressed in Section 3.5 and FVO missions in which animal welfare has been a key part have included Brazil (poultry meat, 2004 and 2007), Chile (poultry meat, 2001) and Thailand (poultry meat, 2001). The FVO mission to Chile concluded that there were sufficient controls in place to guarantee satisfactory animal welfare at slaughter, but weaknesses were identified in the supervision of stunning. The mission in relation to poultry meat in Brazil reported operational deficiencies which related to animal welfare<sup>298</sup>. Bilateral agreements and initiatives such as co-operation forums on animal welfare (such as with New Zealand and Australia) and technical co-operation and information exchanges (including countries in Asia, Africa and South America) provide opportunities for increasing awareness of animal welfare in third countries and may lead to further initiatives within these countries. As reported in Section 3.5, the bilateral agreement with Chile is believed to have influenced the development of animal welfare legislation in that country. **Such agreements may also allow animal welfare to be addressed more specifically with main trading countries than would be possible on a global basis, although the establishment of detailed standards based on scientific principles may be complicated by trade-offs and compromises linked to other trade issues.**

The EU's assistance to the FAO in initiatives targeted at developing countries and countries in transition (see Section 3.5) must be considered as a longer-term 'awareness-raising' initiative, the benefits of which are difficult to evaluate at present. It is also noted that whilst the EU has pressed for the acceptance of animal welfare as a non-trade concern at WTO level, no agreement has been reached on this to date.

### 3.6.3.2 Market Conditions

Relative costs of production in the EU and in third countries influence market conditions. Differences in legislative burdens can be a contributing factor. The EU pig and poultry sectors have been the subject of specific animal welfare legislation which sets standards that exceed international norms. These farming activities are also significantly affected by feed prices and thus very sensitive to cost differentials. Conversely, with the exception of calves, specific standards have not been laid down in the EU for the cattle and sheep farming sectors. Differences in market conditions between the EU and third countries have therefore been assessed in this study for pigmeat, poultry and eggs, because of the greater impact of EU animal welfare legislation in these sectors.

**A number of studies have reported that overall costs of pig and poultry production are higher in the EU than in third countries.** For example, a recent study commissioned in the Netherlands compared pig production costs for 2007 in six EU Member States and in Brazil and the US. Costs were shown to be considerably lower both in Brazil (€0.91 / kg slaughter weight) and the US (€1.04 / kg) than in all six Member States, where costs ranged from €1.40 to €1.62 / kg<sup>299</sup>. Differences in feed and labour costs and in productivity represented about half of the cost differential between the Netherlands and the US. Policy measures accounted for the remainder, but animal welfare was shown only to represent a comparatively small part of this in 2007 (€0.02 per kg slaughter weight).

For chicken meat, production costs have been estimated to be more than 40% lower in Brazil and 36% lower in the US than in the Netherlands<sup>300</sup>. An analysis of the poultry and egg sectors (2010)<sup>301</sup> estimated the cost of producing and processing poultry meat in the Netherlands to be significantly higher (at close to €1.40 per kg) than in Thailand (around €1.10 per kg), the US (€1 per kg) and Brazil (€0.9 per kg). Lower costs of production in the US and Brazil were largely attributed to lower feed costs, while favourable climate and lower labour costs were also factors in Brazil and Thailand. Differences in stocking rates were not considered to be important and other sources report that the stocking density of chickens exported to the EU from third countries is typically either similar to, or lower than in the EU<sup>302</sup>. The same 2010 study stated that slaughter costs were considerably lower in both Brazil (€0.17 per kg of carcass weight) and Thailand (€0.16 per kg) than in the EU (average of €0.28 per kg). The authors suggested that EU slaughter costs may increase in future as a result of the Slaughter Regulation but noted that equivalent standards will be required of third country exporters.

In 2006, costs of egg production were found to be 32% lower in the US and 33% lower in Brazil than in the Netherlands<sup>303</sup>. **The authors of this report expected that the move to enriched cages in the EU by 2012, as a result of the Laying Hens Directive would increase this difference.** There is little trade in shell eggs between the EU and such countries, so the direct impact of cost differentials may be limited in that market, although shell egg imports to the EU from Eastern European countries remain a threat. **Differences in production costs could become increasingly important to international trade in dried egg products.** The 2010 report referred to above<sup>304</sup> estimated EU offer prices of whole egg powder produced in the EU and selected third countries in 2012. This concluded that egg powders from India and Argentina could be offered at or below €0.5 per kg, whilst EU-produced powders would be in excess of €0.5 per kg. The authors outlined two additional scenarios for 2012, based on a 50% reduction in import tariffs and a 10% appreciation in the value of the Euro. They concluded that these would reduce the offer price for powders from Argentina and India still further and that offer prices of powders from Brazil and the USA would also be reduced to less than €0.5 per kg and therefore below the offer price of EU-produced powders.

### 3.6.3.3 Stakeholder views on International Initiatives

**The results of the online consultation indicate that stakeholders and individuals believe that standards at international level are not harmonised<sup>305</sup>.** Only 12% either agreed or strongly agreed that EU international initiatives have substantially contributed to harmonising standards between EU and overseas producers, whilst 60% of respondents either disagreed or strongly disagreed with the statement. 47% of EU respondents either agreed or strongly agreed that EU legislation for farm animal welfare disadvantages EU producers, whilst 41% held the same views on EU legislation for the welfare of experimental animals. 31% (in the case of farm animals) and 34% (for experimental animals) either disagreed or strongly disagreed with these statements.

For farm animals, sector bodies and welfare organisations who expressed a view generally stated that the Council of Europe now has little impact on animal welfare within the EU. Different interpretations of Council of Europe Recommendations on fur animals were said to exist in different countries. There was general agreement that the OIE should continue to play the leading global role in animal welfare in future. However, one sector body considered that, at present, it did not devote sufficient time and resources to animal welfare. Another sector body noted that whilst the OIE had become increasingly influential in relation to livestock transport, more EU stakeholder involvement in OIE developments would be welcomed in future.

In consultations there was general stakeholder agreement that the OIE had not yet addressed all appropriate farm animal welfare issues and that the recommendations which had been made were not equal to EU requirements. However, it was accepted that there was ongoing work in this area. One sector representative noted that international standards would necessarily be outcome-based in future, rather than prescriptive, because different animal welfare issues arise in different countries. The same organisation suggested that common objectives should be set and that the OIE recommendations should be adapted as appropriate in different countries. The issue of apparent lack of implementation and enforcement of international standards was raised by several stakeholders as a major issue for the future.

**Several stakeholders stated either that they were not fully aware of the EU's input in international initiatives, or that the EU should be more influential at international level.** Nevertheless, it is acknowledged that the EU's input has been essential to the progress that has been made and good levels of collaboration were reported between the EU, OIE and FAO. The view was also expressed by EU stakeholders that, in general, third countries were not sufficiently engaged in assisting the process, particularly in relation to the WTO although this view may not be shared elsewhere.

**The issue of 'equivalence' was discussed by both sector and animal welfare bodies. The term was not thought to be clearly defined at present.** OIE documents have made



reference to the assessment of equivalence and scope is allowed for achieving the same outcome by different means. For the future, stakeholders proposed that there should be a clear, scientific basis for determining equivalence, with roles for bodies such as OIE and WTO.

Bilateral agreements were generally welcomed by stakeholders, particularly in the absence of an agreement on animal welfare within the WTO and the importance of incorporating animal welfare into forthcoming agreements was emphasised. A recent report<sup>306</sup> indicated that significant advances have been made in respect of welfare at slaughter in third countries as a result of bilateral agreements and other EU initiatives. **It was suggested that these improvements are raising standards in products consumed in third countries, as well as in produce for export to the EU.** Another report<sup>307</sup> highlighted the challenges of promoting OIE standards and the important role of civil society in encouraging countries to implement them. The report sets out details of 44 countries where active programmes were being undertaken over the period 2007-2009.

Four organisations commented in detail on international initiatives in relation to experimental animals. It was generally agreed that important differences remain in practices worldwide. Harmonisation of standards and regulatory requirements and adequate enforcement therefore remain priorities for the future. OECD guidelines were considered to cover the testing of chemicals but international guidelines such as VICH<sup>308</sup> and ICH<sup>309</sup> were thought to lack detail. The WHO International Pharmacopoeia guidelines were also considered incomplete. The extent to which there is consistency between EU and international standards was questioned by one stakeholder on the basis that Council of Europe Convention 123<sup>310</sup> had not been ratified by all 47 countries and that important users (such as US, Japan and China) and trading countries have no equivalent guidelines.

Nine of the 12 Member States provided detailed comments on international initiatives during the course of national missions conducted for this study. EU standards and requirements for farm animals were generally considered to exceed those of third countries but exceptions (e.g. stocking density for chickens, welfare at slaughter) were recognised by some. Member States had particular concerns about the future competitive position of the egg and pig sectors in future and two expressed specific concern about uncertainties over the Council of Europe's future involvement in animal welfare initiatives, wishing this to continue. One Member State stressed the need for private standards, another emphasised the importance of redressing the balance via the Common Agricultural Policy and labelling schemes. Overall, it was thought unlikely that the EU and third countries would achieve equivalent animal welfare standards for many years, but there was agreement that the EU is playing an important international role.

#### 3.6.4 Recommendations Question 6 (and Question 5, international initiatives)

The analysis and consultations referred to in Sections 3.5 and 3.6 suggest that future priorities might include:

- Continuing high priority being given to the inclusion of animal welfare in future WTO discussions and in OIE and FAO initiatives, since the active involvement of the EU appears essential to developing a global consensus.
- Continuing bilateral discussions, which enable more focussed agreements on animal welfare to be reached with current and prospective third country trading partners, and should therefore also be given high priority, in the absence of an agreement at WTO level.
- Assessing ways to assist EU sectors which are most vulnerable to third country imports or to likely loss of market share, due to lower animal welfare requirements, in particular in the eggs and eggs products sector.
- Paying particular attention to ways of encouraging and enforcing the adoption of appropriate animal welfare standards at international level. This could include increased participation of third country representatives in international training



initiatives, building on previous success. The feasibility of using internet-based training resources to reduce costs and encourage attendance could be explored. Achieving compliance with OIE standards, particularly in relation to on-farm requirements is likely to become increasingly important in future and EU expertise and resources will need to be allocated in this area for development and implementation. As OIE standards on the farm have not been adopted yet, the development and adoption of those standards should be considered the priority before their enforcement.

- Communicating the role and activities of the EU in international initiatives more clearly to EU stakeholders, since this evaluation has identified that there is a general lack of awareness, except amongst those who are directly involved.
- Reviewing the EU's international activities and evaluating outcomes periodically, to ensure a focus on the most successful strategies.

### 3.7 Question 7: To what extent are the present financial instruments and the financial resources at EU level adapted to the needs of the EUPAW? Would it be necessary to establish specific financial instruments and/or dedicated resources to EU initiatives related to animal welfare?

#### 3.7.1 Summary

**Financial resources devoted to the development and implementation of animal welfare policy at EU level are modest but increasing. Funds have grown to meet the increasing resource needs of the policy, but further growth will be needed as the policy develops further. The FVO would benefit from more resources for inspection efforts. Provision of more dedicated resources for animal welfare would provide greater certainty and reduce the administrative effort needed to secure the funds necessary to deliver the policy.**

**Substantial funding related to animal welfare is provided to third parties through the EU schemes financed by the European Agricultural Guarantee Fund (EAGF), the European Agricultural Fund for Rural Development (EAFRD) and the budget for the Framework Programme for Research. The most relevant schemes are the EU rural development programmes, research Framework Programmes and budgets for the so-called "veterinary fund". The impact of these schemes in contributing to animal welfare policy is significant but variable. The evaluation suggests that increasing the benefits of existing instruments for animal welfare, rather than developing new ones, is the main priority.**

**At the Member State level, substantial resources are devoted to the implementation and enforcement of EU animal welfare policy, especially for farm animals. Total Member States' expenditure on this issue greatly exceeds that made at EU level. There are also significant budgets for animal welfare research at EU and Member State level (Table 3.7).**

#### 3.7.2 Introduction

Effective delivery of the EUPAW depends on the allocation of adequate financial resources at the EU level for the development, implementation and enforcement of EU legislation; the management, commissioning and dissemination of research on animal welfare issues; the design and delivery of communications relating to animal welfare; and the delivery of international activities. These core resources comprise:

- Financial expenditures - on purchases of goods and services such as commissioned research, publications, expenses for EU and international missions, and organisation of events;

- Staff costs – the costs of employing staff involved in implementing the EUPAW in the Commission and its agencies;
- General overheads of the Commission and its agencies to support the above activities.

The principal EU financial instruments contributing to the delivery of the EUPAW are:

- The European Agriculture Guarantee Fund (EAGF)
- The so called "veterinary fund" established by Council Decision 2009/470/EC on expenditure in the veterinary field.
- The European Agricultural Fund for Rural Development (EAFRD);
- The budget for the EU's Framework Programmes for Research and Technological Development.

As well as the core expenditures on the delivery of the policy, the EU funds schemes which provide payments to third parties for activities linked to animal welfare. Those which make the most direct contribution to the delivery of the EUPAW are:

- Rural development programmes funded by EAFRD;
- The research Framework Programmes.

Other EU funding schemes which have less direct relevance to animal welfare are also considered in response to this question. These are the CAP Single Payment scheme (and its cross compliance rules) and the current review of financial arrangements for EU animal health policy.

EU animal welfare policy is also dependent on financial resources for the implementation and enforcement of policy at the Member State and (where applicable) regional level.

### 3.7.3 Assessment

#### 3.7.3.1 Summary

Table 3.6 estimates annual expenditures on core activities involved in the implementation of the EUPAW, and sources of funding, summarising the findings of the sections below. **It is estimated that core activities in administration of the policy cost the Commission €4.1 million annually, while further annual expenditures of €65 million are committed by the EU to animal welfare activities through EAFRD and FP7.** These are minimum estimates focusing on core animal welfare activities only, and exclude activities of agencies and programmes for which animal welfare is not the principal core objective<sup>311</sup>.

Table 3.6 Annual Expenditures on Core EUPAW Activities (€m)

Type of Expenditure	Source	€m
<b><i>Annual Expenditures on Administration of EUPAW</i></b>		
Commission staffing and related overheads	General budgets of DGs	2.2
Information, studies, education, training	Veterinary Fund	0.6
Extraordinary expenditures	Decisions	0.9
Communications	SANCO communications budget	0.3
International activities	SANCO administrative budget	0.1
<i>Subtotal</i>		<i>4.1</i>

<b><i>Payments to third parties</i></b>		
Animal welfare payments, Measure 215	EAFRD	50.2
Research projects	FP7	15.0
<i>Subtotal</i>		<i>65.2</i>
<b>Total</b>		<b>69.3</b>

### 3.7.3.2 Financial Resources at the EU Level

#### *Staffing and Overheads*

Budgetary data on staff costs and general overheads are only available at the DG level and not defined by activity. However, based on staff numbers, it is estimated that salaries for the development and implementation of animal welfare policy within the Commission amount to around €2.2 million per annum<sup>312</sup>, with general office overheads adding expenditures of approximately €0.28 million<sup>313</sup>.

Approximately 26 full time equivalent (FTE) staff are employed directly on the development and implementation of animal welfare policy in European Commission Directorates General. The majority of these work in DG SANCO and FVO<sup>314</sup>. In addition, the animal welfare activities of EFSA account for employment of 9 FTE staff, while a total of 60-70 staff are employed in activities relating to alternative test methods at the Institute for Health and Consumer Protection (IHCP), part of the Joint Research Centre (JRC).

The number of people working on animal welfare policy in these institutions grew significantly over the evaluation period. For example, the number of core staff in the animal welfare unit at DG SANCO increased from two in 1999 to 11 in 2010<sup>315</sup>. EFSA's staff resources dealing with animal welfare have also increased. The headcount of EFSA's Animal Health and Welfare Unit rose from 3 in 2006 to 18 in 2008. Animal welfare issues account for approximately 50% of their workload.

FVO has six full time inspectors and two assistants working specifically on animal welfare issues. This has increased from four inspectors and one assistant in 2000. The inspectors undertake inspections throughout the 27 EU Member States. Animal welfare is also an important part of the job of the Head and Deputy Head of the Animal Health and Welfare unit, and all levels of staff up to FVO's Director are involved in frequent consultations on animal welfare issues. Other sectors and units within FVO also deal with animal welfare, though the level of work involved is variable and difficult to quantify. While core staffing on animal welfare has increased by 60% since 2000, there has also been an 80% increase in the number of EU Member States, while enlargement has increased the number of livestock in the EU by 21%<sup>316</sup>. The FVO reports that the full implementation of the Directives on laying hens and broilers (which have received little attention to date from FVO) will further increase its workload and the demands on its resources.

IHCP is one of the seven scientific institutes of the JRC and employs 60 to 70 staff working on development, optimisation, and validation of alternative test methods in the widest sense. They are located in two out of 5 scientific units of the Institute for Health and Consumer Protection of the JRC, and their work is coordinated by the Policy Support Action (PSA) Alternative Methods and ECVAM. The total workforce of the Institute is nearly 300. ECVAM has an annual budget of €1.6 million for, *inter alia* expert meetings (including the ECVAM Scientific Advisory Committee and its working groups), laboratory equipment and supplies (R&D but also validation), and outsourced contracts (e.g. with test laboratories for validation studies).

### *Financial Expenditure*

**It is difficult to quantify specific expenditure on animal welfare at EU level because much of the expenditure contributing to the delivery of animal welfare policy comes from general budgets, since there are no dedicated budget lines for animal welfare.**

The so-called "veterinary fund" is subject to a financial framework set out in a Decision 2009/470/EC<sup>317</sup>. This specifies types of permissible expenditures, such as the collection, storage and dissemination of information and performance of studies relevant to the development of legislation (Article 19) and technical and scientific measures necessary for the development of legislation, veterinary education and training (Article 22). In this framework budgets for veterinary expenditures, including for animal welfare, are adopted every year with the opinion of the Member States.

Expenditure for animal welfare over the 2001-2008 period from this budget line<sup>318</sup> totalled €2.8 million (an average of €346,000 per year). In 2008, €583,000 was spent on animal welfare issues from this budget line on activities such as an OIE conference on animal welfare and rabies, an impact assessment on animal transport and an animal welfare workshop.

Items of 'extraordinary' expenditure can be sanctioned outside this normal funding framework by specific items of legislation. For example, separate Decisions in 2009 enabled expenditure on preparatory action for control posts<sup>319</sup> (€4 million) and on various policy studies and publications related to animal welfare<sup>320</sup> (total expenditure of €900,000). Much of this work was driven by the requirement for impact assessment introduced in the Commission in 2005/06.

Certain other activities can be funded from other DG SANCO resources, such as the communications budget. Expenditure on animal welfare communications increased over the evaluation period and now totals almost €300,000 annually<sup>321</sup>.

Spending on international activities has been expanding year-on-year. DG SANCO's funding for international initiatives on animal welfare has been accessed from:

- The Veterinary Fund – this financed three recent OIE seminars, investing €300,000 in 2008 and €100,000 in 2009. A financial Decision is needed to secure money from the Veterinary Fund, and is subject to agreement by Member States; and
- The DG SANCO administrative budget, which has been used to pay for expenses and organisation costs relating to international meetings, missions and conferences. Total annual expenditure for international meetings increased over the evaluation period to reach €109,000 in 2009.

It is understood that, while financial needs have so far been met by the sources above, **current procedures can cause some delays and uncertainties in financing the desired activities. They also limit the scope of certain activities and projects.** The veterinary fund only allows studies for the development of legislation and veterinary education while there is no possibility of granting funds for a number of activities such as co-funding national laboratories or non-governmental organisations, as exists in other fields managed by DG SANCO.

FVO's financial resources are taken from the general DG SANCO budget and no separate estimate of expenditure is available. However, according to the FVO, it spends an average of €2 million a year on all missions (covering food safety, animal health, animal welfare, plant health, etc.). FVO's annual report indicates that in 2008 14 of its 228 inspections (6%) focused on animal welfare, although many food safety inspections also have an animal welfare element.

DG Environment has no dedicated budget for animal welfare work; the resources required come from general budgetary resources. It has approximately 2.3 FTE jobs allocated to animal welfare, mostly for work relating to experimental animals. No estimate of its financial expenditure over the evaluation period is available. Revision of the Experimental

Animals Directive has generated a substantial workload, creating demands for resources to support transposition, implementation, guidance, information, exchange and co-ordination activities. It was reported that current budgets constrain these activities. Resource needs may decline after the new Directive is transposed and implemented, although there is demand for significant ongoing activity and expenditure to support implementation and sharing of experience between Member States.

Compared to farm animal welfare policy, few resources have been devoted to the enforcement of policy for experimental animals at EU level. The existing Directive does not impose a legal duty on the Commission to carry out its own inspections but the revised Directive requires reporting and charges the Commission with a control role, should reason for concern arise<sup>322</sup>. This, together with a number of review and reporting obligations, may create additional demands for financial resources in future.

Similarly, DG Environment has no dedicated budget for animal welfare but has funded some work in this area through general budgets. It was reported that more could be achieved if more resources were available for communication and co-ordination activities.

DG Enterprise has no specific budget for animal welfare, but provides the secretariat and website for the EPAA (whose activities are largely funded by its members) and it has two staff working on REACH, part of whose jobs relate to animal welfare. DG Research has one staff member responsible for farm animal welfare, as part of a wider job relating to farm animal research, and another responsible for experimental animals, alternative testing and Ethics Review procedures.

#### *Adequacy of Financial Resources*

**Increased funding has been necessary over the evaluation period as the level of activity required to develop and implement the policy has increased. In the next action plan period, further growth in the scope of the policy, particularly with regard to farm animals, will demand further increases in staffing and financial resources, particularly with regard to enforcement.**

This evaluation has identified the following drivers of funding needs over the next action plan period:

- Supporting the Member States in the implementation and enforcement of new items of legislation and encouraging sharing of experience between them;
- Strengthening enforcement of existing and new legislation;
- Possible development of new legislation;
- Enhancing co-ordination of research activities;
- Continuing and developing international activities, including ongoing multilateral activities and development of bilateral agreements with a wider range of countries;
- Increasing communications activities, particularly with regard to legislative requirements, research findings and international activities.

The online stakeholder consultation conducted for this evaluation asked stakeholders and members of the public whether they thought EU resources for preparation and implementation of animal welfare policy were adequate<sup>323</sup>. Overall, responses to these statements were divided, with a significant proportion of the sample expressing either agreement or disagreement in each case. However, responses indicated a broad tendency to agree that resources were adequate in the case of farm and experimental animals, and to disagree in the case of pet animals and wild animals<sup>324</sup>. However, keepers of wild animals mostly agreed that current levels of resources for wild animal welfare policy were adequate<sup>325</sup>. There was a marked difference in responses between organisations and individuals; a large majority of those responding on behalf of organisations (and especially hunters' groups) thought current resources are sufficient.

In general, respondents appear to believe that **funding for policy development is better matched to needs than funding for policy implementation**. Individual comments indicated a spread of opinion. Some believe more resources are needed, given the scale of the challenge in improving and enforcing animal welfare policies. Others argued that other EU priorities were more important than animal welfare, or that it should be more of a concern for Member States than the EU. Many respondents also indicated that they were insufficiently knowledgeable to answer this question.

The stakeholder interviews produced the following observations:

- There was general praise for the work of the FVO but concern was expressed by both animal welfare groups and farmers' representatives that the size of the animal welfare unit and the resources available for inspection were inadequate relative to the scale of the enforcement task. FVO reported that it has sufficient resources to carry out its target number of inspections, but stakeholders expressed the view that a larger number of inspections would be desirable.
- A farmers' representative commented that, given limitations in public funding for inspection, NGOs are acquiring a more important role in identification of cases of non-compliance with animal welfare legislation. It was felt that this could provide an unbalanced view to consumers, in so far as the poor behaviour of a minority prejudices public perceptions of the responsible majority of livestock keepers.
- Few comments were made regarding resources for implementation of policy for the welfare of experimental animals. However, one industry representative argued that there would be benefits in allocating more funding to activities to share experience between those responsible for implementing the policy in Member States and at EU level.
- One animal welfare NGO expressed concern that DG Environment devotes insufficient attention and resources to the welfare of wild animals, compared to biodiversity conservation.

### 3.7.3.3 Other EU Financial Instruments

Further financial resources are allocated to animal welfare activities through EAFRD and the budget for the research Framework Programmes. There is potential to increase significantly the contribution that these existing instruments make to the delivery of the policy.

#### *The EU Research Framework Programmes*

Section 3.3 reported estimates of EU expenditure on animal welfare research over the evaluation period. Interviews with stakeholders and policy makers found a general recognition that the EU provides significant levels of funding for research on both farm animal welfare and on alternative testing methods. In general it was felt that the key issue was not the overall level of funding for animal welfare research, but how to target this funding in order to maximise its effectiveness.

Issues identified by stakeholders relating to research funding included:

- The importance of co-ordinating the research funded by the EU and different Member States, given the significance of both, in order to avoid duplication and to maximise value added;
- The need to target resources at those animal groups where suffering is greatest;
- The importance of the size of research projects in determining cost effectiveness. EU funding has supported some very large projects (e.g. Welfare Quality®). Some stakeholders thought that smaller, more focused projects can often be effective at addressing particular issues. The average size of projects on farm animal welfare has been smaller under FP7 than FP6. This is seen to have some advantages in



enhancing focus and transparency, and reducing complexity. The possible disadvantages of having many smaller projects are that it can lead to fragmentation and duplication, and it may be more difficult to manage and co-ordinate. In comparison, funding for research relevant to experimental animals focuses on a small number of large projects. This is seen as more effective given the scale of the challenge in the development of alternatives to animal experimentation.

- The importance of ensuring that research projects have clear outcomes and useable results in order to demonstrate value for money. There was some criticism of the Welfare Quality® project in this regard.
- The need to balance short term and long term priorities. It was recognised, for example, that much research relevant to experimental animals has focused on alternative testing methods (i.e. replacement), which is a long term process. Less research funding has been allocated to reduction and refinement, which offer potential to improve the welfare of experimental animals in the short term.
- Gaps in the ability to fund animal welfare research, for instance with regard to farming of animals for fur, zoo animals and circus animals.

#### *The European Agricultural Fund for Rural Development (EAFRD)*

EAFRD offers Member States the option of co-financing measures to improve farm animal welfare. It provides support for investments in modernisation of agricultural holdings, including animal housing (Measure 121), meeting standards based on EU legislation (Measure 131), and for payments to farmers linked to animal welfare (Measure 215). Measure 215 allows Member States to make annual payments to farmers who voluntarily make animal welfare commitments that go beyond EU and national standards. Payments are granted annually and cover costs incurred and income foregone<sup>326</sup>. However, the Member States make only limited use of these provisions. A review by Eurogroup<sup>327</sup> performed in 2010 found that only 21 out of 90 rural development programmes in the programming period 2007-2013 contained the animal welfare 215 measure<sup>328</sup>. According to DG Agriculture, 23 programmes had included this measure by January 2010. However, DG Agriculture's statistics indicate that it has been applied in only 8 of the 27 EU Member States<sup>329</sup>. This may reflect the importance of animal production in certain regions or Member States and the willingness to invest in animal welfare, as well as different approaches to agricultural support and the respective role of markets, regulations and publicly funded incentives in delivering animal welfare improvements.

The €91 billion<sup>330 331</sup> of EU funding allocated to rural development programmes in the 2007 to 2013 programme period included:

- €351 million for animal protection payments (Measure 215, 0.4% of total EAFRD budget);
- €86 million for complying with rules based on Community legislation (Measure 131, 0.1% of budget); and
- €9,672 million for modernisation of farm holdings (Measure 121, 10.6% of budget).

EU funding is co-funded in the Member States. Including co-funding, the total public expenditure allocated to Measure 215 over the 2007 to 2013 programme period is €722 million.

Scotland was the only EU region to include animal welfare payments under the previous programming period (2000-2006), with farmers receiving support to implement plans designed to improve animal health and welfare. The measure was introduced in 2005 and became one of the most popular in Scotland during the 2000 to 2006 programme, although much of the focus was on animal health rather than welfare<sup>332</sup>.

The Eurogroup review found that most programmes including Measure 215 cover bovine animals, and a majority also cover pigs. Meat chickens, laying hens, sheep and goats are

covered in less than half of the programmes and horses only in two programmes. The commitments most frequently included are access to outdoor runs and increased space allowances, followed by improvement of feeding/watering, an animal health plan and provision of straw/bedding. In total Measure 215 accounted for 1.6% of total rural development expenditure across these regions. Eurogroup concluded that the diversity of approaches across Member States and the low proportion of budgets allocated to animal welfare payments make it difficult to assess their impact. It argued that unless the measure is made compulsory, Member States have a limited interest in including animal welfare payments in their rural development programmes, and in allocating budget to it. Eurogroup has called for measure 215 to be compulsory and for all rural development programmes across the EU to allocate 10% of their budgets to it.

Measure 131, while in theory it may provide support for meeting new standards for animal welfare, also applies to a variety of environmental protection, public health, animal and plant health and occupational safety standards, while the funding allocated to this measure is a very small proportion of the budget. Available evidence suggests that its contribution to meeting animal welfare standards has been insignificant.

The use of farm investment assistance to support improvements in animal welfare is more difficult to measure. Investments in agricultural holdings often meet more than one objective and it is difficult to separate animal welfare from other types of investment. A German study which used behaviour-based indicators<sup>333</sup> found that a €1.34 billion programme of investment in animal housing between 2000 and 2006 had yielded mixed results for animal welfare. The authors concluded that better guidelines were needed for welfare-friendly animal housing.

With regard to Measure 215, consultees noted that it can be difficult to determine what is significantly beyond minimum standards – especially where the standards themselves may be imprecise. There is some uncertainty about what level of improvement is sufficient to justify payment. It is necessary to demonstrate that the improvement in standards goes beyond general animal health requirements and results in income foregone or costs incurred. Furthermore, while some would like to see more outcome based measures, there is a problem in defining and setting payment rates on this basis and in monitoring and checking compliance.

Farmers' representatives argue that different approaches and funding levels for animal welfare in rural development programmes, reflecting the degree of priority given to the issue by national and regional administrations, affect the impact of legislative requirements. They argue that the need for major investments in animal housing can be a significant barrier to change, so there is a need for consistency in allocating funds between locations.

The limited uptake of funding for enhanced animal welfare within rural development programmes has led animal welfare NGOs to argue that wider and more ambitious use should be made of the rural development measures to develop higher standards of welfare. They advocate that the majority of the CAP budget is shifted to rural development measures as part of the 2013 CAP reforms. This would support sustainable agriculture, of which high standards of animal welfare are an integral part. They argue that animal welfare is a public good that can only partly be delivered by the market, and that financial support can be justified in a competitive world market in which EU producers face higher costs than overseas competitors. However, it should be borne in mind that political priorities at local level may address different concerns demanding actions which are co-financed.

#### *The CAP Single Payment Scheme*

The CAP Single Payment Scheme and Single Area Payment Scheme made direct payments to farmers of €30.3 billion in 2008, some 56% of the agriculture budget and 23% of the overall EU budget<sup>334</sup>. These aids represent 40% of overall farm incomes. Direct payments may be reduced when farmers fail to meet certain legal obligations including on animal welfare ("cross compliance"). Payments may be reduced or even completely withdrawn for the year concerned, depending on the severity, extent, permanence and

repetition of non-compliance. Since 1 January 2007, the cross compliance rules have included animal welfare, as part of the Statutory Management Requirements (SMRs). The relevant SMRs are 16 to 18 relating respectively to the Directives on Calves, Pigs and Farm Animals<sup>335</sup>.

Cross compliance does not provide an enforcement tool for farm animal welfare policy as a whole because it only relates to beneficiaries of direct CAP aid. In the UK, however, it was reported that since 2007 cross compliance had provided an impetus for inspections on animal welfare and that the threat of withholding payments had led to improvements in welfare, encouraging farmers to act more quickly than might otherwise be the case.

The main concern expressed by animal welfare NGOs is that cross compliance applies to a subset of animal welfare laws. It does not, for example, cover the Laying Hens or Broilers Directives and its effectiveness for dairy cows, which are not covered by specific legislation, is limited. While cross compliance has a role to play in the current CAP regime, the main animal welfare NGOs argue for more fundamental reform of the CAP to provide more positive incentives for animal welfare.

#### *Review of Financial Arrangements for Animal Health Policy*

A review of financial arrangements for the animal health policy is currently underway, examining in particular the cost and responsibility sharing arrangements that apply to the control of animal diseases. The review responds to the current EU Animal Health Strategy<sup>336</sup>, which recognises that existing compensation schemes are mainly focused on providing a compensation mechanism for animal owners in the event of a disease outbreak, and argues that appropriate sharing of costs, benefits and responsibilities could reduce financial risks for Member States and the EU by providing incentives for prevention of animal related threats. A feasibility study was commissioned in 2010 to examine options for the future.

This evaluation has examined the relevance for animal welfare of the current review of financial arrangements in the animal health field. While of interest, the review is unlikely to have direct lessons for the finance of animal welfare policy because of the differences in context. In particular, animal welfare policy focuses on achieving routine and ongoing improvements in the welfare of animals and does not involve the same levels of financial risks. Co-funding of investments to secure improvements in animal welfare is already a requirement of the rural development programme. Any further implications for animal welfare could be examined once the current feasibility study on cost and responsibility sharing is complete. A policy that is more effective in preventing incidences of animal diseases, rather than dealing with disease outbreaks, has clear benefits for animal welfare.

#### **3.7.3.4 Financial Resources at Member State Level**

The EUPAW places substantial demands on Member States, particularly with regard to the implementation and enforcement of legislation. Member States also devote significant resources to the development and delivery of policies outside the domain of the EUPAW, such as laws on companion animals, wild animals and farm animals that are not covered by specific EU legislation, and to national programmes of research.

The accessibility of Member State spending data varies, and a comprehensive survey of resources devoted to animal welfare policy by the Member States was beyond the scope of this evaluation. Nevertheless, a brief review of available evidence enables some comparisons to be made regarding expenditures at the EU and Member State level.

The most comprehensive evidence available is for the Netherlands, where the national animal welfare memorandum<sup>337</sup> presents a summary of resource needs. Total financial resources are estimated at €45 million in 2008, with largest expenditures relating to support for investments in animal housing, research and enforcement. Most expenditure is on farm animal welfare policy, with smaller sums on pets and experimental animals. Staffing of the General Inspection Service was expected to grow to 75 FTE in 2010.

Table 3.7 Examples of National Resources for Administration of Animal Welfare Policy and for Animal Welfare Research

Member State	Administration of Animal Welfare Policy	Animal Welfare Research	Public Funding for 3Rs Research
Belgium	12 staff in Federal Government animal welfare unit	Federal Government animal welfare unit funds research of €0.3-0.6m annually, in addition to low levels of regional funding.	€0.4 million (annual)
Denmark	8 full-time lawyers work on animal welfare in the Ministry of Justice and 10-11 veterinary officers in the Veterinary and Food Administration. The latter spends 6.8 million Dkk (€0.9m) annually on animal welfare inspections (excluding cross compliance).	Public research on AW is funded by various national agencies and institutes; technical institutes also deliver applied research on AW, much of it privately funded.	€ 3.3 million (2005)
France	125 FTE jobs are assigned to controls on animal protection		€ 2.75 million (2006)
Germany	10 staff in animal welfare unit of the Federal ministry. Land ministries each have their own AW unit with several staff. About 400 inspection authorities deal with enforcement.		€ 4.6 million (2006)
Italy	9 staff in AW unit and a 'task force' for pet animals was formed recently with 7 staff. There are about 200 state veterinarians in total and about 5000 veterinarians working in the regions (local veterinarians).	National ministry funds research into farm animal welfare issues, and to a lesser extent pets and experimental animals.	€ 0
Spain		Since 2005 the Sectoral Plan of Agrarian and Agri-food Research has invested almost €3 million in animal welfare research, much of it from European regional development funds.	€0.5 million (annual)
Sweden		Government funds 18m Krona (€1.7m) of farm animal research and 13 million krona (€1.2m) for research on alternative testing methods annually	€1.6 million (2004)
UK	£9m (€10m) per year budget for enforcement for farm animals (stable over 2000-8 period) and a further £1m (€1.1m) for communications annually. Significant funding for training for new Member States - international initiatives spent approximately £0.5m (€0.6m) in 2000 (including training, Council of Europe, OIE) decreasing to £0.25m (€0.3m) in 2008.	£4-5m (€4.5-€5.6m) spent on research annually 2000-2008. £3m (€3.4m) was spent in 2009/10 on research for 'improving the welfare of kept animals' (including 20% on transport and markets; 52% on farm, 11% slaughter, 15% on companion animals). National Centre for the Replacement, Refinement and Reduction of Animals in Research (NC3Rs), established in 2004, is mostly publicly funded and awarded grants worth €3.14 million in 2007.	€1.5 million, 2005

Source: National Missions, Devolder et al (2008)

The national missions<sup>338</sup> conducted for this study also found that substantial resources are devoted to enforcement of animal welfare policy in the Member States (see Table 3.7 and also Section 3.11). National administrative expenditures are collectively significantly larger than those at the EU level. Significant sums are also devoted to animal welfare research in the Member States<sup>339</sup>.

A survey of publicly funded research<sup>340</sup> specifically targeting alternatives to animal testing, conducted in 2006/2007, estimated annual expenditure of €17 million across 16 European countries. The largest expenditure was by Germany at €4.6 million (27% of the total). According to the European Coalition to End Animal Experiments, the results indicate that not nearly enough funding is allocated to the research into the development of non-animal alternatives methods, while there is also a lack of transparency and targeting of funding.

The European Association of Zoo and Wildlife Veterinarians (EAZWW) indicated that the larger zoos in the EU fund a significant amount of research into animal welfare issues, often by veterinary students.

### 3.7.4 Recommendations Question 7 (financial resources and instruments)

The evaluation suggests that key funding issues for future animal welfare policy include:

- Ensuring adequate growth in funding for the EUPAW over the next action plan period, in line with the growing needs of the policy, and in order to meet increasing needs identified in this evaluation. These include support for implementation and enforcement of new legislation, increasing international activities, and communications related to EU policy and research. This will be a challenge given budgetary and staffing restrictions and suggests a need to reallocate resources from other policy areas.
- Ensuring that the FVO has sufficient funding for current and future needs to ensure adequate levels of inspection and enforcement effort.
- Examining the need for more dedicated budget lines dedicated to support key aspects of animal welfare policy, to reduce the uncertainty and administrative effort needed to secure the required financial resources, and to fund additional activities which cannot be funded through the current financial framework.
- Ensuring sufficient resources are allocated at EU level to meet the transposition, implementation and monitoring requirements of the revised Experimental Animals Directive.
- Emphasising the importance of the CAP to animal welfare, as part of the current CAP reform debate. Key issues are:
  - The potential to shift funding to the rural development programme, and hence potentially boost resources for animal welfare;
  - Arrangements for funding animal welfare through rural development programmes, and whether they should remain voluntary or whether there is a case for introducing a mandatory element. It is important to consider other priorities for rural development funding, and the respective roles of public funding, markets and private investment in raising animal welfare standards;
  - The role of cross compliance in a reformed CAP, and, if direct payments continue, whether they should be made conditional on a wider range of animal welfare legislation.

### 3.8 Question 8: To what extent does the EUPAW address the needs of stakeholders and the EU citizens? Which areas need changes concerning objectives, scope, management systems or processes? What kind of changes?

#### 3.8.1 Summary

**EU citizens and stakeholders have diverse needs and expectations from animal welfare and attach varying emphasis to different aspects of the EUPAW. Some stakeholders would like the policy to be more ambitious in its scope and objectives, while others argue that EU policies are already too onerous. Evidence suggests general public support for the EU's approach to improving the welfare of farm and experimental animals. There is no compelling case for changing the general direction of policy.**

**The study has reaffirmed the basic principles (e.g. the need for policy to be clear, enforceable and based on sound science and economics) and identified priorities (the need for better enforcement of existing legislation) for the policy framework in the years ahead. The interests of different groups will need to be balanced as the policy develops and inclusive processes for stakeholder engagement will continue to be needed to ensure these different needs and interests are heard and taken into account.**

#### 3.8.2 Introduction

The EUPAW is driven by the need to reconcile demands of some citizens for higher standards of animal welfare with the need to maintain the effective functioning of the internal market and to safeguard the interests of producers and consumers. Stakeholders with an interest in the EUPAW include EU citizens, a wide range of businesses and their representatives, keepers of animals (farm, experimental, pet and wild animals), hunters, animal welfare NGOs, public administrations, overseas governments and intergovernmental organisations. The “needs” and “expectations” of these different groups reflect their different interests, attitudes and preferences. In answering this question we interpret “needs” and “expectations” jointly to reflect the different demands of different groups from the policy.

To determine the extent to which the EUPAW addresses the needs of stakeholders and EU citizens we here consider:

- The needs of stakeholders and EU citizens and the degree to which these vary between different interest groups;
- Key aspects of the policy that determine how it meets the needs of stakeholders and EU citizens, and how well these needs were met over the evaluation period; and
- How the policy might better meet the needs of stakeholders and EU citizens in the future.

#### 3.8.3 Assessment

##### 3.8.3.1 Needs of Stakeholders and EU Citizens

**Stakeholders and EU citizens have differing needs and expectations from the EUPAW.** Stakeholder interviews showed that interest groups vary in the features of the policy that they focus on. Issues of concern raised by different groups include:

- The range of animals covered by the policy ;
- The degree of protection that the policy gives to animals;
- The degree to which the policy is science based;



- The costs and burdens that the policy imposes on businesses and consumers;
- The clarity of the rules and of the requirements imposed on Member State authorities and businesses;
- The perceived fairness of the policy to different interests across the EU;
- The degree to which the policy is enforceable and enforced;
- The degree to which the policy is consistent with other policies;
- The adequacy of the process of policy making and implementation (taking account of transparency, communication, consultation, monitoring and evaluation).

Although most of the above criteria are recognised as relevant by most groups, stakeholders and EU citizens attach different emphasis and weight to them. For example, animal welfare NGOs stress the importance of the protection of animals, while business representatives are naturally also concerned about the cost implications for businesses. Member States wish to see fair treatment of their businesses and consumers and protection of their national interests. They also have responsibility for the implementation of the policy and therefore wish to see clear, well designed and enforceable rules.

While certain stakeholder groups pursue a particular objective, they also have regard for the needs of other groups. For example, animal welfare NGOs recognise that the EUPAW imposes costs on society which need to be managed if the policy is to achieve its objectives. They also present economic arguments about costs and benefits in support of their position.

Our consultation and wider evidence shows that citizens' concerns also vary but include the general protection of animals, the costs of products, and national and business interests. The national missions conducted as part of this evaluation highlighted that different needs and expectations are emphasised in different Member States.

### 3.8.3.2 Assessment of the EUPAW against the Needs of Stakeholders and Citizens

The needs of stakeholders and EU citizens are wide ranging but overlap to some extent. More respondents to the online consultation disagreed than agreed with the statement that "EU policy for animal welfare addresses the needs and expectations of EU stakeholders and citizens". Similar views were expressed by stakeholder groups and individuals representing different interests<sup>341</sup>, reflecting the varying needs and expectations of these different groups regarding the policy.

Respondents to the online consultation were asked whether EU involvement in welfare policy for farm animals was important. There was strong support for EU action - 85% agreed or strongly agreed that the EU should be involved, 4% were unsure, while 11% disagreed or strongly disagreed<sup>342</sup>. Only about one third of respondents to the online consultation considered it important for the EU to be involved in welfare policy for experimental animals (35% agreed or strongly agreed, 4% were unsure, while 60% disagreed or strongly disagreed)<sup>343</sup>. This is surprising in view of the high number of respondents to the internet consultation on the revision of the Directive as reported in Section 3.4, indicating a strong concern about involvement of the EU in these matters.

The fit of the policy to the needs and expectations of citizens and stakeholders depends on its objectives, scope and design, and the systems and processes for policy delivery.

#### *Objectives and Scope*

Section 3.1 reported stakeholder views on the scope and objectives of the EUPAW. Stakeholders were divided between those who believed that the scope of the policy was sufficient and those that would like to see it extended. The online consultation also asked respondents whether they thought that current EU animal welfare policy covers relevant matters. For farm, pet and wild animals the respondents were divided between agreeing that 'all' the relevant matters were covered and 'not enough' of the matters were covered.

For experimental animals, opinion was also divided, with most respondents indicating that either “most” or “not enough” matters were covered by the legislation<sup>344</sup>. Respondents from organisations focussing on the protection of animals more often expressed the view that coverage was insufficient. They would welcome broadening of the scope of the policy to cover different animal types. Respondents from other backgrounds more often gave the view that all or most matters were covered. The comments supplied revealed opposition to the extension of the policy among certain stakeholders, especially hunters.

#### *Policy Design*

Stakeholders emphasised key aspects of the design of policy, including its scientific basis and the detail of the standards, particularly with regard to their degree of rigour (and hence their potential to enhance animal welfare as well as their impacts on business), their clarity, their coherence with other EU policies, their applicability to the conditions in different Member States and their enforceability. The administrative burden of the policy was a particular concern raised by business representatives.

The need for well designed policies was recognised by all stakeholder groups, and there was agreement regarding the importance of sound science and economics, harmonised standards, clear and consistently interpreted rules, fair treatment of different Member States and businesses, and for the policy to be internally consistent and coherent with other policies. However, while there was agreement regarding these general principles, stakeholders expressed differing views about the detailed aspects of the policy, in particular with regard to the balance between enhancing animal welfare standards and the demands this places on businesses and individuals keeping and using animals. Some Member States emphasised the importance of detailed requirements in legislation in order to be able to enforce it adequately.

#### *Systems and Processes of Policy Delivery*

**Engagement with stakeholders and citizens is an important part of the policy making process. The interviews with animal welfare NGOs and sector organisations found that the EU’s current systems and processes of engaging stakeholders in animal welfare policy are broadly working. Engagement with stakeholders is largely viewed as positive and those stakeholder organisations that expressed a view on the matter gave a general opinion that their views are listened to and valued.**

**However, several interviewees in national administrations suggested that the Commission could improve the co-ordination and effectiveness of the policy by facilitating communication and sharing of experience among Member States and between Member States and the Commission.** This view was particularly with regard to implementation and enforcement of policy (see Sections 3.1 and 3.2) and research (Section 3.3).

#### **3.8.4 Recommendations Question 8 (stakeholders and citizens)**

While the current arrangements appear to work well, a more formal and structured approach to engagement with different stakeholder groups could be considered in future. This could be as part of a wider communications strategy. The research also suggests a case for the monitoring of public awareness and animal welfare priorities across the EU more systematically.

Future priorities could include:

- Developing a stakeholder engagement plan for each aspect of EU animal welfare policy, setting out a structured approach to engaging with stakeholders at each stage of the policy process;
- Establishing working groups bringing together Member State authorities and the Commission to enhance dialogue and share experience regarding the transposition, implementation and enforcement of specific items of legislation;

- Strengthening exchange of information and co-ordination of activity regarding animal welfare research between Member States and the Commission (Question 3)
- In consultation with stakeholder groups, assessing the need to develop new modes of engagement over time, which might include:
  - Stakeholder platform(s) on animal welfare issues. This would provide a more regular and structured approach to engagement. It could comprise a general forum for engagement on animal welfare policy issues, and/or specific sub-groups for dialogue on particular issues, covering specific items of legislation (e.g. the implementation of new Experimental Animals Directive), providing regular dialogue on future priorities (e.g. priorities for EU funded research) and/or examining emerging issues of policy concern (e.g. companion animals).
  - Online fora on particular issues of animal welfare policy. These may be relatively inexpensive means of encouraging dialogue, but experience suggests that they are unlikely to replace direct contact and need active promotion to be effective.
  - Advisory committees on particular issues, comprising independent experts from academia, business and government policy.

3.9 Question 9: To what extent do the intervention logic, objectives and activities linked to the EUPAW support or possibly conflict with those of other EU policies? To what extent are the elements of the EUPAW intervention logic internally complementary, mutually supportive and consistent? How successful has EUPAW been in promoting the necessary coherence and complementarity between the different EU policies in collaboration with the Commission and Member States?

#### 3.9.1 Summary

**The different elements of the EUPAW are broadly internally consistent and coherent with other areas of EU policy. No major areas of conflict have been identified, although a few specific examples of tensions between the EUPAW and other policies can be identified. There are potentially some general trade-offs between animal welfare and other policy goals (such as those of environmental policy), although the specific elements of the EUPAW itself do not appear to conflict with these. There are examples where different elements of the EUPAW (research, legislation, communication and international activities) are mutually supportive, and support other EU policy areas.**

#### 3.9.2 Introduction

The EUPAW involves and impacts on many different groups within society and sectors of the economy, potentially giving rise to a variety of economic, social and environmental impacts. **As well as meeting its own objectives, the EUPAW needs to be consistent with and, if possible, complement other areas of EU policy, in order to contribute to the objectives of the EU<sup>345</sup> as a whole.** Furthermore, the same attributes of internal consistency and complementarity have value within the EUPAW domain – i.e. across the set of objectives and activities applied to different animal types and aspects of policy (legislation, research, communication and international activities).

Several other EU policy areas potentially interact with the EUPAW. The policy areas considered in this regard are:

- The environment;
- Animal health and disease;
- Agriculture and rural development;

- Cohesion and regional development;
- Research, product safety and technological development;
- Internal market;
- External trade;
- Transport.

As well as these specific policy areas, the overall contribution of the EUPAW to overarching objectives of the EU, for growth and jobs (Lisbon agenda) and sustainability (Gothenburg agenda) are also relevant.

### 3.9.3 Assessment

#### 3.9.3.1 Internal Consistency of the EUPAW

The intervention logic given in Figure 1.1 summarised the specific objectives of the EUPAW, and how the EU aims to meet these through the activities of legislation, research, communications and international initiatives.

**The different elements of the EUPAW are found to be broadly internally consistent and complementary.**

The evaluation questions highlight the inter-dependencies among these four activities and how they can help to reinforce each other. For example, research helps to support the development of legislation and informs international initiatives. Communications play an important enabling role in this process. International initiatives aim to reduce the trade impacts of legislation by promoting equivalent standards among trading partners.

No significant conflicts between these different areas of the EUPAW were found in the course of the research.

#### 3.9.3.2 The EUPAW and other EU Policy Areas

##### *The Environment*

The current European Environmental Action Programme<sup>346</sup>, which runs from 2002-2012, identifies four environmental areas for priority action. Two of these are potentially relevant to the EUPAW: climate change (through effects on livestock systems and their emissions), and nature and biodiversity (through the keeping of wild animals in zoos and the trade in wild animals).

The majority of respondents to the online consultation expressed the view that EU animal welfare legislation is inconsistent with policies for the environment<sup>347</sup>. Examples of conflicts provided by respondents include pollution from factory farming and carbon emissions from the meat industry. However, this appears to highlight a misunderstanding among respondents. The EUPAW itself does not encourage intensive livestock farming, although it appears that many stakeholders are not satisfied that enough is done to discourage it.

Eurogroup, RSPCA and CIWF pointed to what they regard as several conflicts between intensive livestock farming and environmental demands<sup>348</sup>, for example with regard to animal feed production<sup>349</sup>. Other environment and welfare NGOs make a case for adopting welfare friendly livestock farming, meeting environmental objectives in crop production without jeopardising food security<sup>350</sup>. The need for more sustainable livestock production in order to reduce the impact of the sector on the environment has received much greater attention over recent years, prompted by analysis such as that in the FAO report: *Livestock's Long Shadow*<sup>351</sup>

Many of the impacts of livestock farming on the environment relate to meat production as a whole, and not just to intensive production systems. Indeed, there is some evidence that extensive livestock systems may be associated with other environmental issues and may generate higher levels of greenhouse gas emissions than intensive ones, per kg of meat

produced<sup>352</sup>. There is no evidence that the marginal changes required by the EUPAW with regard to stocking rates and housing conditions, for example, are sufficient to influence emission levels.

Awareness of conflicts between animal production and protection of the global environment has grown in recent years. However, the effects can be complicated and specific for a type of production system or animal type<sup>353</sup>. Furthermore, these policy areas have, until recently, received separate attention. This can be illustrated by the fact that only a few of the Member State animal welfare officials that were interviewed could mention conflicting policies. Managing such interfaces did not seem to be a priority issue for them.

EU animal welfare legislation does take notice of environmental concerns. For example, the Pig Directive 2008/120/EC states that: “*A balance must be kept between the various aspects to be taken into consideration, as regarding welfare, including health, economic and social considerations, and also environmental impact*”. This illustrates the importance of awareness at policy level about the integration of these areas.

### *Animal Health and Disease*

EU animal health policy aims to protect and raise the health status and condition of animals across Europe. It covers the health of all animals in the EU kept for food, farming, sport, companionship, entertainment and in zoos. It also covers wild animals and animals used in research where there is a risk of them transmitting disease to other animals or to humans. The current EU Animal Health Strategy (2007-2013) provides a framework for animal health measures up to 2013 and points to the critical relationship between animal welfare and animal health.

Given the devastating impact that serious disease outbreaks can have on farmers, society and the economy, this current EU animal health strategy is based on the principle that ‘prevention is better than cure’. The aim is to put greater focus on precautionary measures, disease surveillance, controls and research, in order to reduce the incidence of animal disease and minimise the impact of outbreaks when they occur<sup>354</sup>. By seeking to prevent animal diseases, the policy contributes to one of the Five Freedoms used to assess animal welfare (the freedom from pain, injury or disease).

Most EU legislation on animal welfare is made of specific detailed standards that describe the way animals should be kept and treated. Legislation aims to ensure that animals do not endure avoidable pain or suffering, and obliges the owner/keeper of animals to respect minimum welfare requirements<sup>355</sup>.

The stakeholder interviews provided some specific examples of how EU animal health policy conflicts with existing EU animal welfare policy.

Animal health policy includes provisions for culling at times of disease outbreak which do not necessarily comply with the highest welfare standards due to practical constraints. However some animal welfare rules apply in those circumstances but are not always integrated with the current emergency plans prepared by the Member States. This is why the new Regulation contains requirements as to improve preparedness and transparency of those killing operations while allowing the Competent Authorities to grant derogations where compliance is likely to affect human health or significantly slow down the process of eradication of a disease.

A stakeholder focused on experimental animal welfare, pointed to the conflict between the overall aims of the EUPAW and experimental animal legislation. Experimental animals cannot always be protected from pain and discomfort and are sometimes made ill to function as a model for disease. The objectives of the legislation on experimentation generally relate to what is possible to do to animals rather than the identification of measures to eliminate suffering.



### *Agriculture and Rural Development*

One of the overall objectives of the CAP is to maintain a reasonable and stable level of income for the EU's farming community as well as reasonable prices for consumers. The contribution of the EUPAW to the economic sustainability of the farming sector is examined in Section 3.10. The overall conclusion is that the EUPAW has imposed additional costs on farm businesses, but not to the extent that these threaten the overall sustainability of farming in the EU. EU agriculture finds it difficult to compete globally on price alone, and therefore needs to differentiate its products. High standards of animal welfare are compatible with the so-called "European model of agriculture"<sup>356</sup>, while consumer surveys also indicate that a majority are willing to pay higher prices for higher welfare products.

Animal welfare NGOs have pointed to some aspects of the current CAP that are apparently in conflict with animal welfare. For example, export subsidies are still paid for the export of live cattle from the EU, and it is argued that this encourages long distance transport to the detriment of animal welfare. However, while these subsidies may not enhance animal welfare, they are not in direct conflict with the EUPAW. Indeed, they are to some extent complementary, since granting export refunds is conditional on compliance with the Transport Regulation. However export refunds only apply to cattle and exports of live animals may take place without refunds according to market opportunities.

Other areas where the EUPAW and CAP are complementary (Section 3.7) include:

- Cross compliance, whereby the Single Farm Payment may be reduced when requirements of three animal welfare Directives are not respected;
- EAFRD, which co-finances Member States contributions to farmer's investments to comply with the requirements of animal welfare legislation, and provides additional incentives for practices which exceed animal welfare standards.

### *Cohesion and Regional Development*

During the evaluation period, the EUPAW is seen to have impacted disproportionately on the Member States that joined the EU during this period, as they have faced greater challenges in raising animal welfare standards to meet the requirements of EU legislation. The online consultation asked respondents to indicate the extent to which they agreed or disagreed with the statement that EU animal welfare legislation is consistent with policies for regional development – 48%% either disagreed or strongly disagreed compared to 19% either agreeing or strongly agreeing<sup>357</sup>. However, it should be noted that the need for accession countries to comply with EU standards is common to all areas of legislation, not just the EUPAW.

### *Research, Product Safety Technological Development*

The REACH Regulation requires increased testing of chemicals and will result in an increased use of laboratory animals, which conflicts with the 3Rs principle of Reduction. The 3Rs are now formally recognised as an objective in the revised experimental animal Directive<sup>358</sup>. This conflict was highlighted by the animal welfare NGOs interviewed. Recognising this concern, REACH has asserted a commitment to promote replacement of animal testing with alternative methods, wherever possible.

### *Internal Market and External Trade*

Section 3.2 showed that by harmonising animal welfare standards, the EUPAW has helped to enhance the functioning of the internal market. Section 3.6 concluded that the EUPAW has the potential to affect patterns of trade by influencing production standards in the EU compared to those of third countries, thereby potentially impacting negatively on the EU's competitiveness, particularly with regard to certain agricultural products. Attempts to address this issue have been made through international activities that have been promoting higher animal welfare standards internationally.



### *Transport*

Animal transport has provided an example of a conflict between two regulatory systems, in particular the disconnect between legislation governing vehicle driver times and that governing animal transport times - the 8 hour limit for animal journeys is inconsistent with rules on driver hours and resting times<sup>359</sup>. Transport industry stakeholders have pointed out that in practice the driver time Regulation takes precedence as it is more strictly enforced (with fines or the potential of losing a licence). There are also problems in relation to animal welfare when drivers have to stop and rest for example, at inappropriate parking places and in circumstances that expose animals to inadequate temperatures outside their comfort zone.

#### 3.9.3.3 The EUPAW and EU Objectives

The overarching objectives of the EU in relation to sustainability (Gothenburg Agenda<sup>360</sup>) and growth and jobs (Lisbon Agenda<sup>361</sup>) are related to the EUPAW in a variety of ways. The use of experimental animals plays an important role in a variety of R&D activities which have led to the creation of new businesses and jobs specialising in alternative testing methods (see Section 3.10). Other businesses have developed in the production and marketing of high welfare products. Section 3.10 also demonstrates that animal welfare policies can impose additional costs on businesses, though there is little evidence that they have so far impacted negatively on the economic sustainability of the farm or experimental animal sectors as a whole, and there is also evidence that they can bring benefits to businesses in the sectors affected by enhancing productivity and business image. Animal welfare NGOs emphasise that meeting high animal welfare standards is a key aspect of sustainable development.

#### 3.9.4 Recommendations Question 9 (coherence with other policies)

The analysis suggests that the EUPAW is broadly internally consistent and that there are no major areas of conflict with other policies. The need to address specific areas where there are apparent conflicts, such as between rules for animal transport and driver hours, could be considered.

#### 3.10 Question 10: To what extent do animal welfare policies contribute to the economic sustainability of the sectors concerned (farming animals and experimental animals)?

##### 3.10.1 Summary

**It is widely accepted that animal welfare policies increase the costs of businesses in the farming and experimental sectors. Some estimates of costs are available for individual pieces of legislation, although in some cases the effect of these will be observed after the 2000-2008 period. Higher animal welfare standards also have a variety of business benefits, though these are usually not fully quantified and most estimates suggest that they are outweighed by the costs to the businesses affected.**

**Overall, the annual business costs of legislation for the farm animal sector are estimated at €2.8 billion and those of the new Experimental Animals Directive at €54 million, though the timing of these costs varies for different items of legislation. These additional costs represent approximately 2% of the overall output of the livestock sector, and around 2% of the estimated total cost of experiments using animals.**

**While estimates of costs are available, there is limited evidence of the economic impact of new EU legislation on the sectors affected, and in particular whether these costs affect economic sustainability by causing a loss of output or employment at EU level. The scale of economic impacts depends on supply and demand conditions, variations in market protection for agricultural products, and the**

significance of animal welfare compared to other costs and business drivers. While some claims of adverse economic impacts have been made by industry, there is little independent evidence that animal welfare policies have affected the economic sustainability of the sectors concerned.

The fact that EU animal welfare standards are more demanding than those of international competitors means that there is the potential for negative impacts in the future, particularly in sectors serving product markets that are more exposed to competition (e.g. processed egg products) and if further trade liberalisation takes place in agriculture.

### 3.10.2 Introduction

The sectors affected by the EUPAW are significant for the EU's economy (Section 2.6). The economic sustainability of these sectors, and their capacity to support employment and to contribute to the EU's prosperity, depends on maintaining their long term profitability. This in turn depends on their ability to meet market demands and to maintain competitive cost structures.

**Animal welfare policies have the potential to impact positively or negatively on the economic sustainability of the sectors concerned.** For example, standards may raise the costs of livestock production or R&D operations to the extent that they reduce profitability and adversely affect competitiveness relative to producers elsewhere in the world. On the other hand, well designed policies can enhance product quality and reduce rates of disease (and hence the costs of remedial actions) and may enhance the ability of the sectors concerned to meet the long term demands of consumers, and hence strengthen their economic sustainability over time. It could be argued that businesses that treat animals in a way that is contrary to the expectations of consumers and society as a whole are unlikely to be sustainable in the long term.

The constituent components of the EU policy for animal welfare each have the potential to impact on economic sustainability of the sectors that use and keep animals. For example:

- Legislation defining minimum animal welfare standards can affect production costs, and may have business benefits by enhancing animal husbandry, as well as influencing the standards of products available to consumers;
- Communication efforts supported by the EU which aim to raise awareness of animal welfare issues have the potential to encourage demand for higher welfare products, thus influencing consumer preference for EU goods as compared to those produced elsewhere;
- Research may help to inform the development of farming and experimental practices that both enhance welfare and increase profitability;
- International activities which aim to enhance animal welfare standards in international fora (beyond the EU) as well as trade agreements which aim at building up a common understanding on animal welfare may help to reduce differences in production costs between the EU and third countries due to different standards.

Factors influencing the extent to which animal welfare policies affect the economic sustainability of sectors that use animals include:

- The degree to which policies are compatible with normal business practice in the sectors affected;
- The effect of animal welfare standards on the balance between production costs (both capital and operating costs) and husbandry benefits;
- The extent to which any such costs can be passed on through the supply chain, rather than reducing the profitability of producers;

- The degree to which the policy reflects trends in consumer demand and is therefore compatible with longer term market opportunities;
- The degree to which policies affect international competitiveness, e.g. by resulting in changes to the costs of production of internationally traded products;
- The extent to which any adverse effects on costs and competitiveness can be mitigated through research, communications and international initiatives.
- The degree of enforcement of the requirements.

Effects on economic sustainability therefore depend on supply and demand conditions in the industries affected as well as the costs and benefits of the policies themselves. For example, negative impacts are more likely where:

- The affected businesses are subject to greater competition (especially from imports or from substitute products);
- Businesses affected have limited market power relative to other parts of the supply chain; and
- End consumers are price-sensitive and unwilling to pay a premium for domestic products with higher welfare standards.

The following sections assess evidence of the effects on business of different policies relating to the welfare of farm animals and experimental animals.

### 3.10.3 Assessment

#### 3.10.3.1 Impact of Animal Welfare Policies on the Farming Sector

##### Overview

**In total, the EUPAW is estimated to bring added costs of €2.8 billion per year to the EU food chain.** These costs are based on independent studies and relate primarily to the increased standards required by EU legislation. This figure is equivalent to 1.9% of the overall value of EU livestock output. Research, communications and international activities are designed to reduce these costs and their impacts over time. Estimated aggregate costs at EU level are summarised in Table 3.8.

Table 3.8 Estimated Costs of EU Farm Animal Welfare Legislation

Item of Legislation	Estimated Annual Costs (€m)	Timing of these Costs
Calves Directive	120	Full effect from 1 January 2007
Laying Hens Directive	304	Full effect not until 2012
Pigs Directive	620	Full effect not until 2013
Transport Regulation	1,726	From 1 January 2009 for all vehicles
Slaughter Regulation	36	From 1 January 2013, net of estimated benefits
<b>Total</b>	<b>2,806</b>	

The majority of costs fall on the transport sector, particularly through increased administrative requirements of the Transport Regulation, though these are designed to address animal health as well as welfare issues.

**At the same time there is clear evidence of the business benefits of animal welfare policies, through enhanced productivity and product quality.** Though there is scientific evidence of these business benefits, in most cases this is not quantified or valued.

**The cost estimates need to be weighed up against the significant improvements in animal welfare standards delivered by the policy. Survey evidence demonstrates that EU consumers are willing to pay for higher animal welfare standards, though there is also evidence that actual demand for higher welfare products is less than surveys would indicate.**

**Evidence to date suggests that animal welfare policies have not impacted negatively on the sustainability of the activities affected at EU level – i.e. they have not led to an overall reduction in output or employment to date, because they have not led to a shift in production away from the EU. However, the agricultural markets affected are to a large extent protected by trade restrictions, and, since evidence suggests that many consumers are price sensitive, there is concern that further trade liberalisation will lead to a loss of the EU's market share with adverse effects for the industry.**

Section 3.6 demonstrates that to date animal welfare considerations have played only a marginal role in determining the competitiveness of the affected sectors, since other factors (especially land, feed and labour costs) account for most of the difference between production costs in the EU and third countries.

#### *Results from the Consultations*

**The research conducted for this evaluation found a widespread recognition among consultees (stakeholders, national and EU policy makers and the general public) that animal welfare policies have imposed additional costs on the farming sector. However, there is much less consensus on the extent to which this has resulted in negative economic impacts on the sector.**

Overall, respondents to the online consultation tended to disagree with the statement that “EU animal welfare legislation is consistent with the economic sustainability of the farming sector”, with only 20% agreeing or strongly agreeing with this statement.<sup>362</sup> Farmers’ groups expressed strong disagreement with this statement, whereas government officials were more likely to agree<sup>363</sup>. On balance respondents expressed the view that the EUPAW has impacted negatively on the international competitiveness of the farming sector<sup>364</sup>, and tended to disagree that animal welfare standards have enhanced the market value of products<sup>365</sup> and that the costs of the policy are covered by increased farm gate prices<sup>366</sup>. However, there was some divergence of opinion on each of these issues, with farmers tending to stress the negative effects and NGOs and individual members of the public often expressing an alternative viewpoint.

Consultees in national administrations highlighted the costs of animal welfare legislation to the farming sector, and the additional investments required by legislation, particularly in relation to housing for laying hens and pigs and improvements in transport<sup>367</sup>. While government officials generally agreed that legislation had imposed costs, there was no consensus on whether this had impacted negatively on the sector, and there was also recognition that the policy can have business benefits.

Farmers’ representatives voiced concerns about international competitiveness, particularly for bulk commodities used in food processing such as powdered egg and frozen meat. They argued that consumer choice is often determined by price and does not take into account the efforts made by European farmers to produce products that comply with tight welfare legislation<sup>368</sup>.

Some consultees noted that variations in standards within the EU, such as for pigs and broilers, can influence production costs and distort competition at the expense of national industries. This issue is explored in more depth in Section 3.2 and below.

Animal welfare NGOs recognise that farm animal welfare legislation can increase costs and have argued for increasing support for animal welfare under the CAP<sup>369</sup>. Three NGOs noted that additional capital costs are mitigated by the lengthy phase-out periods granted by the legislation (12 years for conventional battery cages and 11 years for sow stalls). During these periods, many installations will come to the end of their working life at which

point it is often as cheap to replace them with an alternative system as with the system that has been banned. Farming groups argue that transition periods of 10-15 years are often insufficient.

NGOs stress that higher standards of animal welfare can yield business benefits by enhancing product prices for specialised quality schemes, improving animal health, farm productivity and product quality, and lowering veterinary costs and mortality rates<sup>370</sup>. These claims have been evidenced by academic studies which have demonstrated that high standards of welfare are compatible with profitable farming. While animal welfare may raise costs, studies of pigs, sheep and dairy cows show that these can be outweighed by benefits at the system level<sup>371</sup>.

NGOs also argue that EU livestock farming will need to compete on quality rather than price in the future, given relatively high costs of labour, feed and land, and that demand for high welfare products is increasing. They argue that the EU's costs will always be high relative to countries like Brazil and Thailand, irrespective of welfare standards, and that high animal welfare standards help to differentiate products and can contribute to competitiveness<sup>372</sup>.

The idea that products with higher welfare standards have marketing advantages and can command premium prices was widely supported by NGOs as well as veterinary representatives, but disputed by industry groups who expressed scepticism about the willingness of the majority of consumers to pay for higher standards. While there is recognition that standards can have some benefits for product quality, doubts were expressed that these could outweigh the additional costs involved. Academic research suggests that, while studies indicate that the public is willing to pay for products with higher welfare standards<sup>373</sup>, the values obtained by surveys of willingness to pay are higher than those observed in real life consumer behaviour<sup>374</sup>.

The evidence of the economic impact of particular items of farm animal welfare legislation is reviewed in the following sections.

### *Calves*

There is little evidence of the impact of animal welfare legislation on veal production, perhaps because the legislation is well established and the sector is comparatively small. The Calves Directive prohibited the use of confined individual pens after the age of eight weeks from 1 January 1998 onwards for all newly built or rebuilt holdings and from 1 January 2007 for all holdings. This required investment by producers and allowed a period of adjustment for existing producers. The European Feed Manufacturers Federation (FEFAC) estimates that the move from individual wooden pens to collective stainless steel pens resulted in a reduction in capacity of 4% and an increase in unit capital costs of 1%, suggesting an overall increase in production costs of at least 5%. Based on this estimate, **the overall annual cost at EU level is approximately €120 million annually**<sup>375</sup>.

The main producers of veal are France, Italy and the Netherlands. While there was some initial opposition to the legislation from the veal industry, **there is now general recognition among stakeholders that the benefits for the industry's reputation have exceeded any extra costs involved**. In Italy, for example, we were told that while the Directive imposed costs on producers, there is a general recognition among producers that it has benefited the industry.

Production of calves was fairly stable over the evaluation period, increasing from 765,000 tonnes in the EU15 in 2000 to 788,000 tonnes in 2005 before declining to 754,000 tonnes in 2008<sup>376</sup>. EU27 production was only slightly higher at 781,000 tonnes in 2008.

### *Laying Hens*

The EU is self sufficient in eggs. Egg production has increased over the last few years but consumption has increased at a higher rate, resulting in a fall in the output surplus. There is little global trade in egg and egg products. Imports from third countries are small, and



are primarily in the form of egg products (due to logistical limitations in trading table eggs and food safety rules). EU exports primarily go to Switzerland and Japan<sup>377</sup>.

Various studies have assessed the costs of the Laying Hens Directive. The full effect of the Directive will not be seen until January 2012 when non-enriched cage systems will be prohibited so much of the existing analysis is based on forecasts rather than observed changes.

**Most studies have estimated that introduction of enriched cages will raise costs by 8% to 10%, adding an extra €0.01 to the cost of each egg**<sup>378 379 380 381 382</sup>. The production costs of barn eggs and free range eggs are higher still<sup>383</sup>, although these products are able to command price premia and can be more profitable than more intensive systems.

**Based on these estimates, it is estimated that the Directive will add €304 million to annual production costs across the EU**<sup>384</sup>.

In principle the majority of EU consumers say that they are willing to pay a price premium for eggs from an enhanced welfare system, suggesting that producers can pass on these extra production costs to consumers<sup>385</sup>. However, evidence on the market share of higher welfare products suggests that only a fraction of those who say they are prepared to pay a price premium do so in practice.<sup>386</sup> The gap may vary with the evolution of the economic conditions. The limited trade in fresh eggs may restrict the ability of EU consumers to choose lower welfare products.

Industry stakeholders and some national consultees<sup>387</sup> have expressed concern that the Directive will damage the sector's competitiveness, particularly given increasing demand for processed egg products. However, while some predictions have been made by the industry that the EU industry will contract as a result<sup>388</sup>, these are not so far supported by independent evidence. A recent report for the European Parliament on the poultry and eggs sector argued that the direct impacts of the legislation have so far been limited because the sector is protected by tariffs which shield it from competition from beyond the EU's borders. It found that, though there are some productivity benefits from the implementation of the legislation, these are difficult to quantify and arguably do not fully offset the costs. Also, egg products tend to go into the food processing and food service sectors which are generally not as sensitive to welfare concerns, but are highly focused on price<sup>389</sup>.

In future, tariff reduction under a new WTO agreement could lead to the food industry replacing European liquid egg product with powdered egg from countries outside the EU<sup>390</sup>. Approximately 25% of eggs produced in the EU are broken for processing. A paper examining the impact of standards on world trade predicted that the requirement for enriched cages from 2012 will raise EU production costs and, if trade barriers are further reduced, could impact negatively on the EU's competitiveness in internationally traded egg products, especially egg powder, where producers could face competition from low cost imports. However, trade in fresh table eggs is likely to continue to be limited within regions<sup>391</sup>.

Studies reviewed in Section 3.6 indicate that high EU production costs relative to third country competitors are mainly a result of other factors, especially feed and labour costs.

Animal welfare NGOs accept that higher welfare increases production costs and have called for measures to support the sector in the face of increasing competition. Switzerland phased out cages by 1992 and has sustained its national sector through a combination of support payments combined with labelling, quota schemes and voluntary promotional and purchasing initiatives<sup>392</sup>.

### *Pigs*

In 2008 the EU was 108.5% self-sufficient in pigmeat, exporting 1.9 million tonnes and importing just 50,000 tonnes. The EU market is supported by tariffs and export subsidies<sup>393</sup> but production is declining and consolidating in larger units.



Several studies have examined the costs of increasing welfare standards in the pig sector. These provide a wide range of different estimates of the costs involved, depending on variations in the production systems examined and the assumptions employed. While most studies estimate increases in both capital and annual operating costs<sup>394</sup> as a result of requirements regarding grouping, space and manipulable materials, some academic studies actually find that costs per unit of production can fall as a result of lower housing costs and especially because of higher rates of productivity and lower rates of mortality<sup>395</sup>.

The diversity of estimates available make it difficult to assess the overall costs of the Directive. However, a variety of studies suggest that the increase in overall production costs will be in the region of 2%<sup>396</sup>.

**On this basis it is estimated that the Directive will increase production costs in the EU by €620 million annually when its full requirements are enforced in 2013<sup>397</sup>.**

Evidence on the likely impact of the Directive on the economic sustainability of the pig sector is limited. However, a recent study in the Netherlands<sup>398</sup> pointed out the low profitability of the sector and expressed concerns that farms will experience difficulty in making the additional capital investments required, potentially forcing some to leave the industry. It should be noted that the sector is already undergoing a period of restructuring and consolidation<sup>399</sup>, and that future changes need to be seen in this context. Furthermore, while production costs have been found to be around 50% higher than those of Brazil and the US, the sector is protected through price supports, tariffs and export subsidies. Therefore as for poultry and egg products, the trade liberalisation agenda is a key determinant of the future economic sustainability of the sector.

One of the effects of the Directive will be to harmonise standards applying to pig producers in different Member States, which will enhance the competitive position of those Member States which introduced higher standards in advance of the Directive. For example, in the UK, studies have demonstrated that the costs of exceeding EU standards have increased costs to the industry and, along with other factors, contributed to a 52% decline in national production between 1997 and 2006<sup>400</sup>.

### *Broiler Chickens*

The EU is self sufficient in poultry meat. Its producers benefit from market protection through export subsidies and import tariffs<sup>401</sup>. The EU imports higher value breast meat (especially from Brazil) and exports lower value cuts.

The Broilers Directive did not take effect until 2010. Therefore there was no economic impact during the 2000 to 2008 evaluation period, except to the extent that investments were made in advance of the requirements of the Directive.

The Directive will result in additional production costs through reduced stocking densities and/or other requirements which will vary by Member State according to current production systems and existing national standards. Estimates have variously put these incremental costs at 1% – 1.5% (based on analysis of systems in BE, NL, UK)<sup>402</sup>, 2% in Scotland<sup>403</sup>, and, according to industry estimates, at up to 2.6% in France<sup>404</sup>. Another study estimates production cost increases of 1.3 cents – 2.1 cents per kg as a result of the Directive and other regulatory requirements (in PL, NL, DE), with estimates of less than 1 cent per kg in the UK and France. However, increased costs due to animal welfare were only estimated to occur in the Netherlands, at about 0.8 cents/kg (approximately 0.6%)<sup>405</sup>. The impacts in different Member States depend on the variations in current stocking densities - an earlier study estimated that even moving to a lower stocking density of 30kg/m<sup>2</sup> (compared to the 33-39kg/m<sup>2</sup> required by the Directive) would not affect production costs in Spain, where stocking densities are already low, but would increase them by 3.7% in Sweden and 5.3% in France<sup>406</sup>.

**Based on an increase in production costs of 1.25%, the Directive will increase production costs by €192 million annually in the EU<sup>407</sup>.** A 2008 scientific paper<sup>408</sup> concluded that, while the Directive is expected to add to production costs, it is unlikely that

the upgrade of EU animal welfare standards will have a large impact on the composition of global trade in poultry meat. The EU industry faces competition from low cost producers such as Thailand and Brazil, whose respective production costs are estimated to be 36% and 40% lower than the EU. These lower costs are not related to stocking densities in these countries, which are already at EU target levels.

There is evidence that higher welfare standards for broilers can bring financial benefits to producers. For example, an RSPCA study reported statistically significant reductions in mortality, in numbers of birds arriving dead at the slaughterhouse, and in numbers of birds being rejected at the slaughterhouse. Furthermore, a significantly greater proportion of birds produced to higher welfare standards were classified as of the highest quality, suitable for sale as whole birds demanding higher prices<sup>409</sup>.

### *Transport*

**It is widely accepted by industry representatives, animal welfare NGOs and national governments that the legislation has increased both capital costs and operating costs** (through rules on ceiling heights, stocking densities and journey times, and administrative burdens).

The administrative burdens caused by animal transport legislation have been considered under the Better Regulation agenda by the High Level Group of Independent Stakeholders on Administrative Burdens (the “Stoiber Group”). In its opinion in the priority area “Food Safety” the High Level Group estimated that two Information Obligations, both stemming from the Transport Regulation and related operations - “Drawing up and keeping available transport and planning information” and “Drawing up of a disinfection register” - alone **account for €1.6 billion in administrative costs**. It should be noted that while these costs stem from the requirements of the Regulation, those relating to disinfection are primarily an animal health requirement. It concluded that much of the current administrative burden in animal transport and welfare derives from the fact that reporting and record keeping is still largely paper based, and that a move to electronic technology would reduce administrative burdens on business by facilitating storage and communication of data required by Member State administrations. The High Level Group estimated that an online database for registration of transport of animals could yield cost savings of €627 million; while harmonising animal transport inspection standards across the EU, and improving the connection of the frequency of inspections with the transportation time, could reduce administrative burdens by €500,000<sup>410</sup>.

Apart from these administrative requirements, the most detailed independent estimates available on the additional costs of the Regulation appear to be those provided by Regulatory Impact Assessments in the UK, which put the the additional (mostly one-off) costs of the Transport Regulation at £42 million (€47m) in Scotland and £49 million (€55m) in England, with the largest costs relating to vehicle standards and equipment. Average costs for a business with 5 vehicles and 5 drivers in England are put at £35,500 to £112,500<sup>411</sup> (€40,000 to €126,000).

**Extrapolating these estimates would suggest a total one-off cost for the EU27 of €1.275<sup>412</sup> billion, equivalent to an annualised cost of €126 million<sup>413</sup>.**

**Together these estimates suggest that the total costs imposed by the Regulation could be as high as €1,726 million annually.**

A wide range of less detailed cost estimates are also available for other Member States.

The European Livestock and Meat Trading Union (UECBV) stresses that the transport of animals is highly competitive and that the industry works to very low net margins, making it difficult to absorb additional costs, particularly for non-productive investments. While this competition should mean that costs are passed on to consumers, the industry is concerned about variations in enforcement that could distort competition.

Industry representatives admit difficulties in assessing the extra costs. However, the UECBV has claimed that the Regulation imposed capital costs of €1.4 to 1.6 billion as the

industry upgraded to meet the new vehicle standards. It estimated that the average cost of a cattle transporter truck meeting EU standards and capable of carrying 33 adult cattle or 65 store cattle<sup>414</sup> is €250,000, compared to an average cost of €170,000 for a vehicle in the US, capable of carrying 48 adult cattle or 95 store cattle. The capital cost per unit of capacity is thus estimated to be 114% higher in the EU than US. High costs have also been estimated by Spanish transport and livestock interests<sup>415</sup>. The additional costs of the Regulation are born in the first instance by the transport industry, and can be expected to be passed on to consumers, given the competitive nature and low profit margins of the haulage and farming sectors.

### *Slaughter*

The slaughter industry in Europe is undergoing structural adjustment, with slaughterhouses declining in number but increasing in average size. DG SANCO figures indicate that the total number of approved slaughterhouses in the EU in 2007 was 4,008. Slaughterhouses are estimated to employ a total of 120,000 people in the EU<sup>416</sup>.

Little information is available on the economic impact of legislation on animal slaughter, but impacts during the evaluation period are small. The existing Directive (93/119/EC) dates back to 1993 while the new Regulation (1099/2009), does not take effect until 2013. Furthermore, available evidence suggests that overall costs related to welfare at slaughter are small, and may be outweighed by benefits through enhanced meat quality.

An economic study<sup>417</sup> informing the Commission's regulatory impact assessment<sup>418</sup> on the new Regulation found that the costs of handling and slaughter of live animals represent only a small proportion (up to 20%) of the overall costs of slaughterhouses. Current animal welfare legislation does not introduce additional requirements for official inspections or give rise to administrative requirements or costs. Private operators only have to comply with technical rules without the need for registration, reporting or paperwork of any kind. While there have been significant improvements in animal welfare in recent years due to improved technological design, these have often been driven by the demands of retailers rather than legal requirements. These are modest compared to other areas of animal welfare legislation.

**The impact assessment estimated that the additional costs of the new Regulation are expected to be approximately €40 – €55 million per year for the EU as a whole, mostly for slaughterhouse operators. The main additional costs relate to requirements for animal welfare officers in slaughterhouses and requirements for monitoring the efficiency of killing/stunning procedures. The impact assessment also cited evidence that stress at slaughterhouses has negative impacts on meat quality through blood splashes, bruising and meat maturation problems. Based on evidence from field studies, it estimated that the Regulation will bring benefits through enhanced meat quality which could be worth €6.0 million to €16.9 million annually for pigs alone.**

**Therefore the annual net cost of the Regulation was estimated at up to €23-49 million when it takes effect on 1 January 2013.**

### 3.10.3.2 Impact of Animal Welfare Policies on the Economics of Animal Experimentation in the EU

**The costs for users of experimental animals imposed by EU policy over the evaluation period have been insignificant in most Member States,** given the age of the Experimental Animals Directive, the limited nature of the commitments imposed and the development of a wide range of national policies since its introduction. Nevertheless, the Directive has imposed some additional costs, particularly in the new Member States that have been required to develop and implement new laws to meet EU requirements. Though no evidence is available on the scale of these costs, they are limited by the relatively small numbers of additional animals involved – the 12 latest entrants to the EU account for fewer than 9% of the experimental animals used in the EU27.

In the online consultation conducted for this evaluation more people agreed than disagreed with the statement that “the EUPAW is consistent with the economic sustainability of activities dependent on experimental animals”<sup>419</sup>. This compares with the strong majority who disagreed with a similar statement relating to farm animals. People responding on behalf of organisations were more likely to agree than individuals. Of 78 respondents that indicated that they keep animals for experimental purposes, 48% agreed or strongly agreed with the statement while 29% disagreed or strongly disagreed.

**The impact assessment conducted for the proposed revision of the Directive<sup>420</sup> estimated the total incremental cost of all favoured options at €143.7 million per year.** This is approximately 5% of the current total expenditure of all user establishments for animal experimentation in the EU-25 (estimated at € 2.9 billion per year). Increased costs result from: extension of the scope of the legislation to cover a wider range of projects; authorisation; ethical review; housing; transparency and education. Part of the incremental cost relates to the implementation of revised guidelines for housing and care of experimental animals adopted by the Council of Europe, which is an international obligation.

The impact assessment observed that universities and other public research institutes may need transitional periods to adapt to the new requirements, but that some industrial sectors may be able to cope with new standards much faster because animal care costs make up only a small share of their total research and development expenditure. For example, large pharmaceutical companies may spend €1 billion over 10 years developing a new product, and the pharmaceuticals industry is estimated to spend €8.7 billion annually on R&D in the EU<sup>421</sup>. In overall terms expenditures on research projects involving animal experiments account for approximately 1.3% of annual R&D expenditure in the EU of €229 billion<sup>422</sup>.

**The impact assessment estimated that the new Directive will bring annual benefits of €90 million through reduced administrative costs. Therefore the quantified net costs of the Directive are estimated at €53.7 million annually.** However, the impact assessment also argued that welfare improvements will have positive impacts on the efficacy of experiments which could yield benefits in the same order of magnitude as the financial costs.

The potential impact of the revised Directive on international competitiveness was considered by a UK House of Lords committee inquiry. This was inconclusive, deciding that the effect on competitiveness would only be known once the Directive was implemented. The report quoted evidence from EFPIA that factors such as access to capital, skilled personnel and tradition were more important determinants of location than animal welfare considerations. However, while unnecessary administrative burdens relating to animal welfare were unlikely to be decisive, they were an additional factor to consider when decisions had to be taken on new investments<sup>423</sup>.

Animal welfare organisations<sup>424</sup> argue that the financial costs imposed by legislation to protect experimental animals are often overstated by the industry. Estimates often include expenditures which are good business and scientific practice (such as regular updating of housing and critical authorisation processes). NGOs also dispute the claims by some industry representatives that legislation on use of animals in experiments damages international competitiveness and may drive R&D operations abroad. They argue that there is no evidence of this and that decisions about where to conduct or source animal testing are influenced by numerous factors, such as knowledge, skills, R&D infrastructure and other economic factors. Consultees also noted that countries such as Switzerland and the UK have high animal welfare standards but also strong concentrations of pharmaceutical research, suggesting that the costs of animal welfare are not significant determinants of location. Multinational companies often claim to adopt high standards of animal welfare wherever they locate their research activities.

However, a consultee from the industry argued that the concerns of business are not so much about the animal welfare standards themselves but the level of bureaucracy associated with enforcement. This places Europe at a competitive disadvantage to other

regions in both academic and applied research. The consultee further argued that it is unlikely that welfare standards of experimental animals enhance the market value of products, which is determined by other product attributes. This is reflected in responses to the online consultation. Only 13% of respondents agreed or strongly agreed with the statement that “EU animal welfare standards in relation to experimental animals have increased the market value of products”, while 51% disagreed or strongly disagreed<sup>425</sup>.

National authorities in four Member States<sup>426</sup> reported hearing claims from the industry that tighter standards could force them to relocate outside the EU but had seen little evidence submitted in support of them. While no quantitative estimates were given, the national authorities generally expressed the view that costs and economic impacts are low relative to the economic significance of the industries affected.

A report by the Dr Hadwen Trust<sup>427</sup> stresses the business benefits of developing alternatives to animal experiments, arguing that the latter are very time consuming and costly and giving examples<sup>428</sup>. By contrast, many replacement methods can provide fast, reliable answers to medical and safety questions that laborious animal experiments cannot match.

The same report also cites the example of new human cell-based techniques, recently validated by ECVAM. These will greatly enhance patient safety and will replace thousands of rabbit tests each year. They are also a major commercial success, with a worldwide market of €200 million. Legislation can therefore be beneficial in providing an impetus for further development of these world-class skills in modern, non-animal technologies, developing the EU's competitive edge.

The opportunities for business growth in new testing methods were also stressed by animal welfare NGOs. Many new companies have formed as a result of the increased requirements for *in vitro* tests caused by the Cosmetics Directive and REACH<sup>429</sup>. In Spain, it was reported that a new service economy had developed for the experimental sector, supplying software and management information systems, training for technicians, and *in vitro* testing as an alternative to use of animals.

If regulatory testing methods are not recognised by other countries, EU products will not be accepted in those countries so validation and acceptance of alternative methods in the EU needs to be accompanied by international action. This is advanced through bodies such as the OECD (as in the case of chemicals through REACH), ICCR (International Co-operation on Cosmetics Regulation) and Framework for International Cooperation on Alternative Test Methods (ICATM).

The Cosmetics Directive establishes a prohibition to test finished cosmetic products and cosmetic ingredients on animals (testing ban), and a prohibition to market in the European Community finished cosmetic products and ingredients included in cosmetic products which were tested on animals (marketing ban). Only the testing ban for finished products, introduced in 2004, came into effect during the evaluation period. The marketing ban, which with certain exceptions took effect in 2009, applies equally to imports as to EU products, so is not expected to disadvantage the EU industry. The costs of the Directive have not been assessed, and though there has been some burden on the industry, this is believed to have been balanced by benefits through enhanced business reputation.

#### 3.10.4 Recommendations Question 10 (economic sustainability)

The effects of animal welfare legislation on the economic sustainability of the sectors affected can be enhanced by:

- Use of rural development programmes to support investment and aid adaptation to higher standards in the farming sector, as well as to reward practices that go beyond minimum standards. The degree to which this is a priority for rural development programmes is a matter for national and regional administrations;
- Designing legislation so as to manage adverse impacts, for example by aligning phase-



in periods with capital replacement cycles, and by applying more flexible approaches to setting standards. For example, basing standards on animal welfare outcomes, measured using appropriate indicators, gives more flexibility to businesses in their response, and may contribute to higher welfare outcomes than more rigid, prescriptive rules. However, it is also important to ensure that compliance with standards can be measured and enforced;

- Supporting research and development (through the Framework Programmes and by encouraging co-ordination of initiatives at Member State level) to identify, develop, test and demonstrate methods that deliver animal welfare standards and enhance the economic sustainability of the sectors affected;
- Promoting development and harmonisation of labelling schemes to enhance consumer awareness and confidence. Initiatives in this area could examine more harmonised approaches to labelling of higher welfare, premium products, which currently account for a minor share of overall EU production, with the aim of enhancing demand. They could also investigate opportunities to enhance consumer awareness of animal welfare standards in the wider market ;
- Examining the role of public procurement in rewarding high welfare standards;
- Promoting animal welfare policies, practices and reporting in the corporate social responsibility agenda, in order to highlight good practice and promote reputational benefits;
- Further independent research to enhance understanding of the economic impacts of different animal welfare policies. Much of the available evidence focuses on costs, and, while business benefits are frequently documented, they are rarely quantified. Targeted research to quantify the business benefits of animal welfare standards would have clear benefits both in encouraging improvements in practice and in lowering resistance to further development of standards.

### 3.11 Question 11: What costs are involved in the management of the EUPAW for the Member States' public administrations?

#### 3.11.1 Summary

**The cost of inspection activities associated with enforcement of legislation on the welfare of farm animals is borne by Member States. The EUPAW also creates central policy costs for the Competent Authority and in relation to the regulation of the welfare of experimental animals, although this may be partially offset by the imposition of fees. Data submitted by Member States to the Commission indicate some large differences in levels of inspection.**

Member States were generally unable to attribute costs to their national administration of the EUPAW. Best estimates have therefore been made, based on reported inspection activities for 2008 and other available information. These indicate that for the 27 Member States, the annual cost of farm inspections could be in the region of €53 million, transport inspections could cost €14-15 million and welfare at slaughter a further €24-25 million, with central costs at €13 million. Inspections in relation to experimental animals are estimated to add a further €0.5 million, bringing the total to around €105 million annually. It is emphasised that differences between Member States and lack of available information make cost estimates very difficult. These figures should therefore be used only as a guide and to indicate the relative significance of different types of costs. The costs of management of the EUPAW at Member State level can be compared with estimates of Commission expenditure on animal welfare (Question 7, i.e. € 4 million ), with Member States' budget commitments on animal disease eradication and monitoring



**(€184 million) and on their expenditure on the EU plant health regime, which has been estimated to be near to €60 million.**

### 3.11.2 Introduction

Member States have responsibility for the effective management of the EUPAW in their respective territories and for allocating sufficient resources to achieve this. In practice, the costs incurred at Member State level in relation to these activities are often divided among different bodies, each of whom have responsibility for particular aspects of the EUPAW. Responsibilities may also be shared among national, regional and local administrations.

This question assesses these Member State costs, with a particular focus on the administrative burdens which would not be incurred in the absence of a legal obligation. A common EU methodology for measuring such costs has been developed. The unit costs of relevant administrative actions are estimated (based on average labour cost, including overheads) and multiplied by the time taken or the total number of actions per year and (where appropriate) adding any other relevant costs.

The main costs incurred by Member States in the management of EUPAW are those associated with the introduction and implementation of EU legislation at national level and actions taken to ensure its administration and enforcement. The former involves discussion and comment on proposals, the legislative process at Member State level, consultation and communication activities and, in some cases, preparation of regulatory impact assessments. Substantial expenditure is incurred in inspection activities and in addressing non-compliances, whilst the design of enforcement structures, liaison with the EU and licensing activities represent additional costs.

Requirements for Member States to carry out inspections include the following:

- For farm animals, minimum requirements for the inspection of holdings on which animals are kept for farming purposes are specified in EU legislation and information on the number of inspections made is submitted by Member States to the Commission on an annual basis<sup>430</sup>.
- The Transport Regulation requires the competent authority to check compliance by carrying out inspections which include animals, means of transport and accompanying documents. The inspections must be carried out on an adequate proportion of the animals transported each year and may be carried out at the same time as checks for other purposes. Again, Member States are required to submit an annual report on the inspections undertaken to the Commission. The previous Directive<sup>431</sup> also required Member States to submit an annual report to the Commission but in 2000, it was reported<sup>432</sup> that some Member States were giving a low level of priority to the implementation of this legislation.
- At slaughterhouses, inspections and controls must be carried out under the responsibility of the competent authority<sup>433</sup> and rules for official controls on products of animal origin intended for human consumption are set out in Regulation 854/2004<sup>434</sup>. The official veterinarian is required to carry out an *ante mortem* inspection of all animals before slaughter and to verify compliance with EU and national animal welfare rules.
- The Experimental Animals Directive 86/609/EEC (which was in force during the evaluation period) required Member States to designate the authority or authorities responsible for verifying that the Directive's provisions were properly carried out (Article 6) and to establish procedures whereby experiments or details of the people involved were notified to the authority in advance. Member States were allowed to adopt stricter standards and could require prior authorisation for experiments or other work. Finally, the user establishments were subject to periodic inspection by representatives of the authority.

- For wild animals, the Zoos Directive requires zoos to be licensed and inspected but measures specified in the legislation relate to conservation, rather than animal welfare.

The total costs involved in the management of EUPAW increased during the evaluation period because of the increase in the number of Member States<sup>435</sup>. It is also clear that animal welfare inspections would be undertaken in many (if not all Member States) even in the absence of EUPAW and particularly in those with additional domestic legislation.

### 3.11.3 Assessment

#### 3.11.3.1 Member State and Stakeholder Perspectives on Inputs and Costs

Information was gathered on the rate of on-farm inspections during national missions. Member States able to supply details of their inspection regimes were Belgium (maximum of 2,000 inspections per year), Denmark (5% of farms inspected, plus at least 50 poultry farms including all farms with caged hens), France (guide figure of 1% of all farms of each species), Italy (10-15% of farms inspected), Netherlands (5% of farms inspected, 1% for cross-compliance) and Romania (inspections to more than 4,200 commercial holdings and some 10,000 non-commercial units).

The typical time taken to carry out such inspections, together with the associated reporting and overhead time was estimated by three Member States. Two of the three (BE, DE) estimated that a general on-farm animal welfare inspection typically takes one person-day although it is accepted that this varies according to factors such as the size and complexity of activities and the extent of compliance. Both Germany and UK noted that cross-compliance inspections, which incorporate animal welfare, typically take about twice as much time on-farm (i.e. 2 days) as previous welfare inspections but the scope of these inspections is wider. Both of these Member States also stated that cross-compliance inspections were also associated with a significant increase in reporting time.

National missions also highlighted the different approaches adopted for inspections relating to experimental animals. No annual inspections were undertaken in Belgium; major centres were visited twice annually in Denmark; five year licences were issued in France; there was 'regular checking' of facilities in Hungary; and one visit a year was made in Italy. In the Netherlands, it was estimated that between 300 and 500 inspections were made annually to approximately 50 institutions, whilst the UK estimated 2000 inspections annually to 200 licence holders. Legislative changes in relation to experimental animals (post-2008) are expected to lead to changes in inspection procedures in some Member States.

A small number of Member States reported inspection activity in relation to wild animals (see also Section 3.1), including Belgium, Italy, Poland, Romania and Spain. It appears that such inspections were generally infrequent (e.g. made in response to a suspected problem) and were often the result of national, rather than EU requirements. Similarly, with no specific legislation in place with regard to pet animals (other than the ban on trade in cat and dog fur), costs at Member State level are unlikely to be significant.

In the online consultation, 28% of respondents either agreed or strongly agreed with the statement that Member States' costs of administering EU animal welfare legislation are reasonable, whilst 45% either disagreed or strongly disagreed<sup>436</sup>.

#### 3.11.3.2 Information on Costs at Member State Level

Member State authorities were asked about national administration costs for EUPAW during the national missions. **Almost without exception, and for various reasons, they were unable to attribute costs to these activities**<sup>437</sup>.

Some information was provided on staffing levels and resources within animal welfare policy units in different Member States, but the numbers quoted may in part reflect the degree to which functions are centralised or devolved to regional or local administration levels. In Denmark, eight people work only on animal welfare, in Germany, a central, national animal welfare unit has some 10 staff and in Spain, three people work on animal welfare policy within the Ministry of Agriculture. In the UK, 55-60 staff work on farm animal

welfare policy (about half are administrative staff) whilst 27 inspectors work on issues relating to experimental animals, allocating approximately 35% of their time to inspections and 30% to licence application assessment. In the Netherlands, 13 persons work on animal welfare policy (including one on issues relating to experimental animals).

Costs incurred by Competent Authorities may be partly offset by the imposition of fines imposed as a result of non-compliance or as a result of fees charged for specific activities. Member States have some flexibility in determining these. Although a number of individual examples were quoted (see also Section 3.1), it is not possible to quantify the total amount of revenue which these generated. In Denmark, it was reported that the cost of some enforcement activities is borne by the business involved, including follow-up inspections resulting from initial non-compliances. Some Member States (including DK, SE, UK), charge fees for licensing experimental animal establishments.

### 3.11.3.3 Cost Estimates

In the absence of detailed cost figures from Member States, estimates have been made for those activities likely to involve greatest costs: on-farm inspections of animal welfare; welfare during transport and at slaughter; inspections of experimental animal welfare; and central competent authority functions in relation to animal welfare. These estimates are particularly sensitive to assumptions made regarding average input time per inspection.

Data submitted by Member States to the Commission for the calendar year 2008 have been used as a basis for estimating the cost of on-farm inspection activities. Table A11.1 shows aggregated data for 11 Member States<sup>438</sup> as provided by the Commission. For Romania, very low numbers of holdings were reported and a very high percentage rate of inspection, possibly indicating the use of a threshold farm size for inclusion in the figures submitted. By contrast, the numbers reported from Poland were substantially higher than in other Member States possibly due to the use of different criteria and the inclusion of very small units. Data for Poland were omitted from further analysis, which indicated that in 2008, some 6,000 inspections were carried out for laying hens, 18,000 for calves, 21,000 for pigs and 70,000 for other species. The total number of inspections carried out in these 10 Member States (excluding Poland) in 2008 was around 115,000 but there were clear differences in reported rates of inspection levels, both between species and between Member States<sup>439</sup>.

Evidence supplied by Member States suggested that, on average, one person-day of input was required per inspection during the evaluation period and that the work is carried out by both veterinary and technical staff. Assuming 200 inspections per person-year, 575 full time staff would be needed to carry out 115,000 inspections. Disparities between Member States, both in terms of typical salaries and the different inspectors involved are recognised but for these purposes, the average salary for inspection staff has been assumed to be €30,000. The average cost of employment (including salary, expenses, pension, office overheads etc.) is assumed to be double the salary paid. On this basis, the total cost of farm inspections within these ten Member States would amount to just over €34 million per year<sup>440</sup>. These ten Member States represent approximately 64%<sup>441</sup> of the total number of livestock holdings in the EU. **On the basis of a simple extrapolation of these data, the total cost for all 27 Member States could therefore be in the region of €53 million.** It is emphasised that this figure could be substantially affected by differences in levels of inspection, time taken per inspection and costs of employment.

For transport legislation, data set out in Table A11.2 for 27 Member States<sup>442</sup> have been used as the basis for estimates. The data indicate a total of some 1.6 million inspections, 57% of which were reported by three Member States (CZ, DE and PL) Inspections made at the place of destination accounted for 70% of the total for all Member States and it is likely that many of these would have been carried out by official veterinarians at slaughterhouses, whose responsibilities are considered separately below.

Inspections during transport by road, at markets, at place of departure and at staging and transfer points added up to some 468,000<sup>443</sup> whilst nearly 752,000 document checks were

also reported. Again, there were large differences between reported levels of inspection and document checks in different Member States.

Total time inputs and indicative costs can only be very broadly estimated. If it is assumed that one person hour is required for each inspection during transport and at places of departure, markets, staging posts and transfer points<sup>444</sup>, it can be calculated that around 62,400 person days<sup>445</sup> are required for these inspections, equivalent to 283 full time equivalent person years. Since these inspections are mainly undertaken by technical rather than veterinary staff, the estimated cost has been based on an average salary of €25,000, doubled as before to arrive at a total cost of employment. On this basis, **the cost of these transport inspections in the 27 Member States could be in the region of €14-15 million each year**<sup>446</sup>. The assumed average time input per inspection is critical to this estimate, given the number of inspections involved. Additional costs are likely to be incurred for document checks, although these may in part be carried out in combination with other inspections.

Data for 2007<sup>447</sup> indicate that there were 4,008 slaughterhouses approved in the EU according to Regulation 853/2004<sup>448</sup>. An official veterinarian is normally on site for either all or most of the time and the associated costs are therefore considerable. Based on an average salary for veterinary staff of €35,000, again doubled to estimate the total employment cost, the total would be in the region of €280 million. It is difficult to apportion the time which the veterinarian may spend on animal welfare, as opposed to other responsibilities, and several contributors emphasised that there is a high degree of variation. The veterinarian's normal responsibilities are likely to include transport inspections 'at the place of destination'. Data set out in Table A11.2 shows that some 1.1 million such inspections were reported in 2008 (excluding Ireland and Malta). If it is assumed that an average of half of one person hour is required for each inspection (i.e. half of the above, because inspections are at a single site and can be combined with other duties), it can be calculated that around 75,909 person days<sup>449</sup> are required for these inspections, equivalent to 345 full time equivalent person years. Based on an average salary for veterinarians of €35,000, doubled as before to arrive at a total cost of employment, **the total cost in the 27 Member States could be in the region of €24-25 million**<sup>450</sup> each year. This would indicate that official veterinarians are spending an average of nearly 10% of their time on animal welfare-related matters.

Differences in administrative procedures for experimental animals were noted in the impact assessment which accompanied the proposal for the new Directive. This stated that some Member States inspect establishments several times a year whilst others do hardly any inspection. It is assumed here that there were on average two inspections per establishment per year. The costs associated with this for Member States were estimated to be between €2.5 and €3.1 million. It is now agreed that only one-third of all user establishments will be inspected per year in future and this rate of inspection has been used to estimate administrative costs. On the basis of an estimated 1,330<sup>451</sup> premises with experimental animals in the EU, the total number of annual inspections would be around 450. Assuming four man days per inspection (which includes preparation and documentation associated with inspections and also an allowance for initial approval of a study), the total would be 1,800 man days or around 8-9 man years. Based on an average salary of €30,000, doubled as before to account for total employment costs, **the estimated total administrative cost in relation to experimental animals could be in the region of € 0.5 million**<sup>452</sup>.

To calculate central costs, the figure quoted by Denmark (8 full time staff) has been used as the basis for making further estimates, since administration in that Member State is centrally-based and the figure is therefore considered to be an accurate assessment<sup>453</sup>. Based on an average salary for such staff in all 27 Member States of €30,000 (doubled to arrive at total employment cost) **the total cost of central functions for all Member States could be around €13 million**<sup>454</sup>. This is conservative as Denmark is a relatively small Member State.

**The main costs for Member States in relation to the EUPAW add up to an annual total of around €105 million**, based on farm inspections (€53 million), transport (€14-15 million), welfare at slaughter (€24-25 million), central costs (€13 million) and inspections in relation to experimental animals (€ 0.5 million). If this figure is viewed in the context of 1.4 billion animals specifically covered by specific EU animal welfare Directives, a further 870 million animals (excluding fish) being covered by transport and slaughter legislation and 12 million experimental animals, then the average cost would be just below €0.05 per animal. This expenditure can also be compared with Member States total budget commitments for animal disease eradication and monitoring (2008) which total some €184 million<sup>455</sup>. A recent evaluation of the EU plant health regime <sup>456</sup>estimated the total average annual cost for the competent authorities of 24 Member States to be just below €60 million (net of fees).

It is emphasised that due to variations between Member States and the lack of available information at Member State level, these estimates should be used only as a guide and an indicator of the major cost areas.

#### 3.11.4 Recommendations Question 11 (Member State administration)

The research suggests that better communication between the Commission and Member States could be mutually beneficial, in that it would allow more exchange of information on the data supplied and resolve apparent anomalies. It would also help to quantify the main areas of administration costs and identify opportunities for cost reductions.

# ANNEXES



## Annex 1 List of Acronyms and Abbreviations

ASOPROVAC	Spanish Association of Beef Producers
AT	Austria
BE	Belgium
BG	Bulgaria
CA	Competent Authority
CAP	Common Agricultural Policy
CITES	The Convention on International Trade in Endangered Species of Wild Fauna and Flora
COST	European Co-operation in Science and Technology
CVO	Chief Veterinary Officers
CWG	Collaborative Working Group on European Animal Health & Welfare Research
CY	Cyprus
CZ	Czech Republic
DE	Germany
DG	Directorate General
DG SANCO	Directorate General Health and Consumers
DK	Denmark
EAFRD	European Agricultural Fund for Rural Development
EAWP	European Animal Welfare Platform
ECA	European Circus Association
ECJ	European Court of Justice
ECVAM	European Center for the Validation of Alternative Methods
EE	Estonia
EFSA	European Food Safety Authority
EL	Greece
EPAA	European Partnership for Alternative Approaches to Animal Testing
ES	Spain
EU	European Union
EUPAW	EU Policy on Animal Welfare
FAO	Food and Agriculture Organisation
FEFAC	European Feed Manufacturers Federation
FI	Finland
FP5	Fifth Framework Programme
FP6	Sixth Framework Programme
FP7	Seventh Framework Programme

FR	France
FVO	Food and Veterinary Office
HU	Hungary
ICATM	International Cooperation on Alternative Test Methods
ICCR	International Cooperation on Cosmetics Regulation
IE	Ireland
IT	Italy
LAWG	Laboratory Animal Welfare ad hoc Group
LT	Lithuania
LU	Luxembourg
LV	Latvia
MT	Malta
NGO	Non-Governmental Organisation
NL	Netherlands
OECD	Organisation for Economic Cooperation and Development
OIE	World Organisation for Animal Health
PL	Poland
PT	Portugal
R&D	Research and Development
REACH	Registration, Evaluation, Authorisation and Restriction of Chemical Substances
RO	Romania
RSPCA	Royal Society for the Prevention of Cruelty to Animals
SCoFAH	Standing Committee on the Food Chain and Animal Health
SE	Sweden
SI	Slovenia
SK	Slovakia
SMRs	Statutory Management Requirements
SPS	Sanitary and Phytosanitary
TFEU	Treaty of the Functioning of the European Union
ToR	Terms of Reference
UK	United Kingdom
WHO	World Health Organisation
WTO	World Trade Organisation
3Rs	Reduction, Refinement and Replacement

## Annex 2 List of Consultees

The evaluation team held 89 interviews with a total of 196 participants from the organisations listed below. We thank them for their participation.

- **Animal welfare non-governmental organisations:**
  - Animals' Angels
  - Born Free /ENDCAP (End Captivity)
  - CIWF (Compassion in World Farming)
  - ECEAE (European Coalition to End Animal Experiments)
  - Eurogroup for Animals
  - HSI (Humane Society International)
  - RSPCA (Royal Society for the Protection of Animals)
  - Vier Pfoten (Four Paws)
- **Sector bodies:**
  - AVEC (Association of Poultry Processors and Poultry Trade)
  - Copa-Cogeca (European farmers and European agri-cooperatives)
  - EAZA (European Association of Zoos and Aquaria)
  - EAZWV (European Association of Zoos and Wildlife Veterinarians)
  - ECA (European Circus Association)
  - EFBA (European Fur Breeders' Association)
  - EFPIA (European Federation of Pharmaceutical Industries and Associations)
  - ELT (The European Livestock Transporters Group)
  - European/French expert on animal welfare in milk production
  - FEFAC (European Feed Manufacturers Federation)
  - FVE (Federation of Veterinarians of Europe)
  - UECEBV (European Livestock and Meat Trading Union)
- **European Commission officials:**
  - DG SANCO
  - DG Agriculture
  - DG Enterprise and EPAA (European Partnership for Alternative Approaches to Animal Testing)
  - DG Environment
  - DG Research
  - EFSA (European Food Safety Authority)
  - FVO (Food and Veterinary Office)
- **Other (researchers, international organisations):**
  - EconWelfare project
  - EU Welfare Quality Project
  - FAO (The Food and Agriculture Organisation of the United Nations)
  - OIE (World Organisation for Animal Health)
- **Third countries (government, scientists, NGOs):**
  - New Zealand
  - Canada
  - US
  - Australia
  - Brazil
  - Chile
  - Uruguay

▪ **Member States (National Missions):**

- Belgium (Federal Service for Citizens Health and Safety, Federal Agency for the Safety of the Food Chain)
- Denmark (Ministry of Justice, Danish Veterinary and Food Administration, Council on Animal Experimentation)
- France (Ministry for Food, Agriculture and Fisheries, stakeholders from the pet sector).
- Germany (Federal Ministry of Food, Agriculture and Consumer Protection)
- Hungary (Ministry for Rural Development, Central Agricultural Office, Scientific Ethical Committee on Animal Experimentation/Advisory Body on Animal Protection).
- Italy (Ministry of Health)
- Poland (General Veterinary Inspectorate and 2 stakeholder organisations)
- Romania (Ministry of Environment and Woods, Ministry of Agriculture and Rural Development, National Guard for Environment NSVFSA (National Competent Authority), Department of Inspections and Control and 3 stakeholder organisations)
- Spain (Ministry of Agriculture and Environment and 18 other stakeholder organisations).
- Sweden (Ministry of Agriculture, Board of Agriculture)
- Netherlands (Ministry of Agriculture, Nature and Food, Ministry of Public Health, Welfare and Sport)
- United Kingdom (Defra, Home Office, Welsh government, Scottish government, Animal Health)

*\*\* Nine organisations did not respond to the invitation for an interview or declined.*

▪ **A few organisations submitted documents through the EUPAW website, these were:**

- Fédération ProNaturA
- Animals Count
- Livre Officiel des Origines Félines (LOOF)
- Institut für Betriebswirtschaft
- Kent Against Live Exports (KALE)
- Deutsche Juristische Gesellschaft für Tierschutzrecht e.V.

## Annex 3 List of Contributors to this Report

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## Annex 4 Overview of Online Stakeholder Consultation, Participation and Responses

### 1. Introduction

An online consultation was conducted to encourage stakeholders and members of the public to give their views about the key evaluation topics. The consultation was divided into two parts. Background and profiling information on the respondent was sought in Section 1 whilst Section 2 asked for responses to a series of statements on aspects of animal welfare policy. Five different response categories were included, ranging from 'strongly agree' to 'strongly disagree'. The consultation also provided an opportunity to provide more detailed explanations and supporting evidence if required.

The consultation was formally launched on 3 June 2010 and remained open to stakeholders until 31 August 2010.

To encourage participation, a link to the consultation was placed on the project website ([www.eupaw.eu](http://www.eupaw.eu)) and a list of more than 200 stakeholders was compiled by the evaluation team. The stakeholders included both individuals and organisations covering all four animal types, a range of different interests (including academia, animal welfare bodies and trade organisations) and different geographical locations (both within the EU and outside). An email invitation to respond to the consultation and to distribute the invitation further was sent to each of these stakeholders.

### 2. Summary of responses to section 1 of the consultation

The responses from Section 1 of the consultation, which provided background and profiling information about the respondents, are summarised below.

#### 2.1. Participation

A total of 9,086 consultation forms were completed. It was noted that not all respondents answered all the questions, with each question in Section 2 receiving between 7,000 and 8,200 answers.

Some groups of respondents did not fill in the individual questions in Section 2, but only gave a comment. There was evidence of co-ordinated responses with some identical comments given by multiple respondents. As an example, this happened with a group of about 500 answers that referred to Directive 86/609/EEC and viewed this as 'a business friendly law, scientifically obsolete, cruel to the defenceless'. This group did not complete Section 2 of the survey, so did not affect the answers recorded.

It should be noted that in Section 1, respondents could tick more than one box, which explains the high number of responses for some of the questions.

Almost all of the respondents were from within the EU, rather than outside the EU. Respondents from outside the EU included those with experience in a wide range of countries across all world regions. There was a good representation of people with experience from the third countries that are referred to in the report (Australia, US, Canada, New Zealand and China).

#### Q4: Do you live...

Outside the EU	Within the EU	Total
272 (3%)	8,814 (97%)	9,086

#### 2.2 Area of Expertise/Interest

Respondents were asked about their area of expertise / interest. The response indicates that all animal groups included in the evaluation were covered.

Overall, wild animals (5,497) and 'general interest - all animal types' (4,806) were the most frequent responses, followed by pet animals (3,376), farm animals (2,551) and experimental animals (1,561). Further analysis revealed a large number of those stating an interest in wild animals also stated that



they had expertise in France (see Question 6.1) and were involved in hunting-related activities (see Question 8). Respondents could indicate more than one country of interest, which often occurred.

For respondents from outside the EU, 'general interest – all animal types' accounted for the largest response (168), followed by wild animals (129), pet animals (125), farm animals (123) and experimental animals (69).

*Q5: What is your area of expertise/interest?*

	Total		Within EU		Outside EU	
	No.	%	No.	%	No.	%
Farm Animals	2,551	14%	2,428	14%	123	20%
Experimental Animals	1,561	9%	1,492	9%	69	11%
Pet Animals	3,376	19%	3,251	19%	125	20%
Wild Animals	5,497	31%	5,368	31%	129	21%
General Interest-all animal types	4,806	27%	4,638	27%	168	27%
<b>Total</b>	<b>17,791</b>		<b>17,177</b>		<b>614</b>	

### 2.3 Level of Expertise /Interest and National Coverage

Most respondents had national level expertise / interest within the EEA (4,127), with a large number also having EU level expertise / interest (3,120). General interest accounted for a total of 3,130 responses with fewest respondents having expertise from outside the EU/EEA (1,129). For those living outside the EU, a general interest in animal welfare was the most common response, followed by international and then national expertise.

*Q6: What is the level of your expertise/interest?*

	Outside the EU		Within the EU		Total	
	No.	%	No.	%	No.	%
National Level (within the EEA)	58	17%	4,069	36%	4,127	36%
EU Level	49	14%	3,071	28%	3,120	27%
Outside the EU/EEA (International)	100	29%	1,029	9%	1,129	10%
None of the above - General	134	39%	2,996	27%	3,130	27%
<b>Total</b>	<b>341</b>		<b>11,165</b>		<b>11,506</b>	

Respondents who stated a national level of expertise (within the EEA) were asked to state their country of expertise (and were able to select more than one country). Experience with a total of 29 different countries was recorded with most responses in respect of France (2,451), followed by the UK (507) Denmark (375), Germany (344) and Sweden (233). A full list of entries is in the table below.

*Q6.1: If national level, please state level of expertise*

<b>Country</b>	<b>No.</b>	<b>%</b>
France	2451	41%
United Kingdom	507	8%
Denmark	375	6%
Germany	344	6%
Sweden	233	4%
Belgium	159	3%
Italy	168	3%
Spain	156	3%
Austria	97	2%
Finland	113	2%
Netherlands	120	2%
Poland	92	2%
Portugal	94	2%
Romania	135	2%
Bulgaria	68	1%
Cyprus	54	1%
Czech Republic	61	1%
Estonia	59	1%
Greece	88	1%
Hungary	73	1%
Iceland	54	1%
Ireland	80	1%
Latvia	57	1%
Lithuania	59	1%
Luxembourg	73	1%
Malta	56	1%
Norway	76	1%
Slovakia	64	1%
Slovenia	63	1%
<b>Total</b>	<b>6,029</b>	<b>100%</b>

## 2.4 Responses by Organisations/Individuals

Respondents were asked if they were replying on behalf of an organisation or as an individual. The majority stated that they were replying as an individual. This applied to responses from within the EU (6,695 out of 8,812 respondents) and outside the EU (221 out of 272 respondents).

*Q7: Are you responding to this consultation on behalf of your organisation or as an individual?*

	Outside the EU		Within the EU		Total	
	No.	%	No.	%	No.	%
As an individual	221	81%	6,695	76%	6,916	76%
On behalf of my organisation	51	19%	2,117	24%	2,168	24%
<b>Total</b>	<b>272</b>		<b>8,812</b>		<b>9,084</b>	

Respondents replying on behalf of an organisation were able to provide a name for their organisation (see section 4 for an overview), and were asked to indicate the type of organisation. The most prevalent category from those listed was an association for the protection of animals or other non-profit activities related to animals which accounted for 502 out of a total of 2187 responses. However, some 64% of all respondents (1,403) indicated that their organisation type was 'other', as shown in the table below.

*Q8: Is your organisation...*

	Outside the EU		Within the EU		Total	
	No.	%	No.	%	No.	%
A business (incl veterinary practices)	9	14%	71	3%	80	4%
A government department/public sector organisation	2	3%	70	3%	72	3%
An assoc of farmers, traders or economic operators	15	24%	115	5%	130	6%
An assoc for the protection of animals or other non-profit activities related to animals	22	35%	480	23%	502	23%
Other	15	24%	1388	65%	1,403	64%
<b>Total</b>	<b>63</b>		<b>2,124</b>		<b>2,187</b>	

Respondents selecting 'other' above were then able to further categorise their organisation type. The replies indicated that the three most common categories, within the 'other' category were those which are part of a hunting organisation (341), conservation organisations (27) and those involved in wildlife management (17). Other categories stated included the following: political party, pharmaceutical company, cosmetic company, veterinary association, training organisation, media, leisure and exporter.

### *Categorisation of 'Other' Businesses*

	<b>No.</b>	<b>%</b>
Number responding as 'other' type of organisation	1403	
Blank entries for 'other' type of organisation	931	66%
Organisation type stated within 'other', of which:	472	34%
Hunting	341	24%
Conservation	27	2%
Wildlife Management	17	1%
Miscellaneous (5 or fewer in specific category)	87	6%

### *2.5 Responses by Type of Business*

Respondents were asked to categorise the activities in which their business was involved. Within the EU, the most prevalent responses were involvement in the keeping of wild animals (1,615) with similar numbers of responses indicating involvement with pet animals (359), 'other' (357), trapping of wild animals (345) and treatment of animals (336). Outside the EU, the three main areas related to the keeping of farm animals, treatment of animals and keeping of wild animals.

#### *Q9: Is your business...*

	<b>Outside the EU</b>		<b>Within the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Involved in the keeping of farm animals	21	16%	148	4%	169	5%
Involved in food processing	4	3%	66	2%	70	2%
Involved in transport of animals	11	8%	121	3%	132	4%
Involved in the keeping of wild animals	20	15%	1615	47%	1,635	45%
Involved in the keeping of pet animals	16	12%	359	10%	375	10%
Involved in food retailing/ distribution	6	4%	42	1%	48	1%
Involved in the use of experimental animals	8	6%	82	2%	90	2%
Involved in the trapping of wild animals	15	11%	345	10%	360	10%
Involved in the treatment of animals	21	16%	336	10%	357	10%
Other	12	9%	357	10%	369	10%
<b>Total</b>	<b>134</b>		<b>3,471</b>		<b>3,605</b>	

## 2.6 Support for Animal Welfare Campaigns

The final question in Section 1 of the online consultation asked respondents if they or their organisations support campaigns that prioritise improvement of animal welfare. Both within and outside the EU, the majority indicated that they supported such campaigns (5,986 within EU and 214 outside EU).

*Q10: Do you / your organisation support campaigns that prioritise improvement of animal welfare?*

	Outside the EU		Within the EU		Total	
	No.	%	No.	%	No.	%
No	41	16%	1,980	25%	2,021	25%
Yes	214	84%	5,986	75%	6,200	75%
Total	<b>255</b>		<b>7,966</b>		<b>8,221</b>	

## 2.7 Overall Commentary on the Sample

While efforts were made to contact a wide range of different stakeholder groups and to encourage their involvement in the consultation, the open nature of the instrument used, which was freely available on the Internet, meant that the sample was largely self-selecting. The web-based approach encouraged widespread participation and a large response, but means that the sample does not constitute a representative cross section of the relevant interests. **The results from the consultation therefore need to be interpreted with some caution.**

It was clear during the consultation that particular stakeholder groups promoted it to their supporters and that this has influenced the responses received. In particular, the consultation was publicised by hunting interests (particularly in France) and by animal welfare NGOs. This is reflected in the analysis above which indicates large responses among French and Danish hunting organisations<sup>457</sup> and supporters of animal welfare campaigns<sup>458</sup>. In addition, it is also clear that a wide range of businesses and farming interests are represented.

Because of this, care is needed in interpreting the aggregate results for particular questions, which are likely to be influenced by these interest groups. To address this issue, the online consultation responses for each question were also analysed by different sub-groups, to assess the views of particular types of business and interest groups.

Encouragingly, although the sample reflects an unusual and unbalanced blend of interest groups, the responses to different questions summarised below do indicate consistent findings for particular questions and do not indicate a recurring split of responses between major interest groups. Taking two examples, views about the importance of the EU's involvement in farm animal policy and the effectiveness of dissemination of animal welfare research findings are consistent across interest groups. On the other hand, questions relating to the EU's involvement in welfare of wild animals are clearly divided, reflecting the different views of hunting and animal welfare interests.

## 3. Summary of Responses to Section 2 of the Consultation

Section 2 of the consultation contained a series of statements. Respondents were asked to indicate whether they agreed or disagreed with each one and to what extent. The statements were divided into the following five sections:

- EU animal welfare policy
- Legislation and enforcement
- EU research on animal welfare
- EU communications on animal welfare
- International initiatives.

A summary of the responses to each question (numbered from 11 to 22 in the consultation) is set out below.

### 3.1 EU Animal Welfare Policy

*Please indicate the extent to which you agree or disagree with the following statements about EU animal welfare policy:*

*Question 11: It is important that the EU is involved in animal welfare policy for.....*

<b>(i) Farm Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	3,825	49%	190	75%	4,015	50%
Agree	2,760	35%	36	14%	2,796	35%
Neither Agree nor Disagree	324	4%	7	3%	331	4%
Disagree	244	3%	4	2%	248	3%
Strongly Disagree	664	8%	15	6%	679	8%
<b>Total</b>	<b>7,817</b>		<b>252</b>		<b>8,069</b>	

<b>(ii) Experimental Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	2,615	33%	33	13%	2,648	33%
Agree	171	2%	3	1%	174	2%
Neither Agree nor Disagree	341	4%	6	2%	347	4%
Disagree	4,008	52%	191	78%	4,199	53%
Strongly Disagree	583	8%	12	5%	595	7%
<b>Total</b>	<b>7,718</b>		<b>245</b>		<b>7,963</b>	

<b>(iii) Pet Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	3,379	44%	175	72%	3,554	45%
Agree	775	10%	25	10%	800	10%
Neither Agree nor Disagree	468	6%	11	5%	479	6%
Disagree	642	8%	4	2%	646	8%
Strongly Disagree	2,462	31%	29	12%	2,491	31%
<b>Total</b>	<b>7,726</b>		<b>244</b>		<b>7,970</b>	



<b>(iv) Wild Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	449	6%	28	11%	477	6%
Agree	248	3%	3	1%	251	3%
Neither Agree nor Disagree	208	3%	7	3%	215	3%
Disagree	3,449	43%	177	69%	3,626	44%
Strongly Disagree	3,582	45%	41	16%	3,623	44%
<b>Total</b>	<b>7,936</b>		<b>256</b>		<b>8,192</b>	

*Q 12: The current EU policy on animal welfare covers.....*

<b>Farm Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
All the relevant matters with regard to the welfare of farm animals	2,721	38%	30	13%	2,751	37%
Most of the relevant matters with regard to the welfare of farm animals	1,009	14%	54	23%	1,063	14%
Not enough of the relevant matters with regard to the welfare of farm animals	2,858	40%	131	55%	2,989	41%
None of the relevant matters with regard to the welfare of farm animals	547	8%	25	10%	572	8%
<b>Total</b>	<b>7,135</b>		<b>240</b>		<b>7,375</b>	

<b>Experimental Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
All the relevant matters with regard to the welfare of experimental animals	1,063	15%	20	9%	1,083	15%
Most of the relevant matters with regard to the welfare of experimental animals	2,454	35%	53	23%	2,507	35%
Not enough of the relevant matters with regard to the welfare of experimental animals	2,601	37%	120	53%	2,721	38%
None of the relevant matters with regard to the welfare of experimental animals	845	12%	35	15%	880	12%
<b>Total</b>	<b>6,963</b>		<b>228</b>		<b>7,191</b>	

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<b>Pet Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
All the relevant matters with regard to the welfare of pet animals	2,647	38%	28	13%	2,675	38%
Most of the relevant matters with regard to the welfare of pet animals	1,059	15%	55	25%	1,114	16%
Not enough of the relevant matters with regard to the welfare of pet animals	2,562	37%	113	51%	2,675	38%
None of the relevant matters with regard to the welfare of pet animals	629	9%	25	11%	654	9%
<b>Total</b>	<b>6,897</b>		<b>221</b>		<b>7,118</b>	
<b>Wild Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
All the relevant matters with regard to the welfare of wild animals	2,868	41%	34	15%	2,902	40%
Most of the relevant matters with regard to the welfare of wild animals	548	8%	50	22%	598	8%
Not enough of the relevant matters with regard to the welfare of wild animals	2,745	39%	118	51%	2,863	40%
None of the relevant matters with regard to the welfare of wild animals	806	12%	30	13%	836	12%
<b>Total</b>	<b>6,967</b>		<b>232</b>		<b>7,199</b>	

*Q13: EU policy has substantially contributed to enhancing the welfare of.....*

<b>(i) Farm Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	394	5%	21	9%	415	5%
Agree	3,322	45%	76	31%	3,398	45%
Neither Agree nor Disagree	1,451	20%	64	26%	1,515	20%
Disagree	1,244	17%	45	18%	1,289	17%
Strongly Disagree	898	12%	38	16%	936	12%
<b>Total</b>	<b>7,309</b>		<b>244</b>		<b>7,553</b>	

(ii) Experimental Animals	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	374	5%	17	7%	391	5%
Agree	2,846	40%	53	23%	2,899	39%
Neither Agree nor Disagree	1,555	22%	77	33%	1,632	22%
Disagree	1,281	18%	45	20%	1,326	18%
Strongly Disagree	1,087	15%	38	17%	1,125	15%
Total	7,143		230		7,373	

(iii) Pet Animals	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	240	3%	17	7%	257	4%
Agree	840	12%	38	16%	878	12%
Neither Agree nor Disagree	1,901	27%	90	39%	1,991	27%
Disagree	3,058	43%	53	23%	3,111	42%
Strongly Disagree	1,065	15%	35	15%	1,100	15%
Total	7,104		233		7,337	

(iv) Wild Animals	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	279	4%	13	5%	292	4%
Agree	678	9%	40	17%	718	10%
Neither Agree nor Disagree	1,514	21%	80	33%	1,594	21%
Disagree	1,416	20%	47	20%	1,463	20%
Strongly Disagree	3,350	46%	59	25%	3,409	46%
Total	7,237		239		7,476	

*Q14i EU resources (financial and staff) for the preparation of animal welfare policy are suitable with regard to the welfare of ...*

(i) Farm Animals	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	635	9%	28	12%	663	9%
Agree	2,750	39%	47	20%	2,797	38%
Neither Agree nor Disagree	1,670	24%	86	36%	1,756	24%
Disagree	1,118	16%	47	20%	1,165	16%
Strongly Disagree	897	13%	28	12%	925	13%
Total	7,070		236		7,306	

<b>(ii) Experimental Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	645	9%	28	12%	673	9%
Agree	2,611	38%	46	20%	2,657	37%
Neither Agree nor Disagree	1,693	24%	79	35%	1,772	25%
Disagree	1,061	15%	49	21%	1,110	15%
Strongly Disagree	947	14%	26	11%	973	14%
<b>Total</b>	<b>6,957</b>		<b>228</b>		<b>7,185</b>	

<b>(iii) Pet Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	566	8%	21	9%	587	8%
Agree	2,192	32%	46	21%	2,238	31%
Neither Agree nor Disagree	1,790	26%	83	37%	1,873	26%
Disagree	1,376	20%	49	22%	1,425	20%
Strongly Disagree	1,027	15%	25	11%	1,052	15%
<b>Total</b>	<b>6,951</b>		<b>224</b>		<b>7,175</b>	

<b>(iv) Wild Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	575	8%	19	8%	594	8%
Agree	2,061	29%	40	17%	2,101	29%
Neither Agree nor Disagree	1,638	23%	81	35%	1,719	24%
Disagree	1,124	16%	52	23%	1,176	16%
Strongly Disagree	1,630	23%	37	16%	1,667	23%
<b>Total</b>	<b>7,028</b>		<b>229</b>		<b>7,257</b>	

*Q14ii EU resources (financial and staff) for the implementation of animal welfare policy are suitable with regard to the welfare of....*

<b>(i) Farm Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	639	9%	22	9%	661	9%
Agree	2,661	38%	56	24%	2,717	37%
Neither Agree nor Disagree	1,439	20%	66	28%	1,505	21%
Disagree	1,221	17%	59	25%	1,280	17%
Strongly Disagree	1,125	16%	35	15%	1,160	16%
<b>Total</b>	<b>7,085</b>		<b>238</b>		<b>7,323</b>	

<b>(ii) Experimental Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	613	9%	23	10%	636	9%
Agree	2,565	37%	43	19%	2,608	36%
Neither Agree nor Disagree	1,487	21%	77	34%	1,564	22%
Disagree	1,152	17%	56	24%	1,208	17%
Strongly Disagree	1,154	17%	30	13%	1,184	16%
<b>Total</b>	<b>6,971</b>		<b>229</b>		<b>7,200</b>	

<b>(iii) Pet Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	554	8%	18	8%	572	8%
Agree	2,157	31%	44	19%	2,201	31%
Neither Agree nor Disagree	1,606	23%	83	37%	1,689	23%
Disagree	1,441	21%	51	22%	1,492	21%
Strongly Disagree	1,211	17%	31	14%	1,242	17%
<b>Total</b>	<b>6,969</b>		<b>227</b>		<b>7,196</b>	

<b>(iv) Wild Animals</b>	<b>Within the EU</b>		<b>Outside the EU</b>		<b>Total</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Strongly Agree	572	8%	21	9%	593	8%
Agree	2,040	29%	36	16%	2,076	28%
Neither Agree nor Disagree	1,426	20%	80	35%	1,506	21%
Disagree	1,194	17%	52	23%	1,246	17%
Strongly Disagree	1,822	26%	42	18%	1,864	26%
<b>Total</b>	<b>7,054</b>		<b>231</b>		<b>7,285</b>	

*Q15. Please indicate the extent to which you agree or disagree with the following statements about EU animal welfare policy (please tick one per statement)...*

*(i) I have a good awareness of EU animal welfare policy within my area of expertise/interest*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	973	14%	40	17%	1,013	14%
Agree	3,842	54%	109	46%	3,951	53%
Neither Agree nor Disagree	1,455	20%	60	25%	1,515	20%
Disagree	584	8%	17	7%	601	8%
Strongly Disagree	322	4%	13	5%	335	5%
Total	<b>7,176</b>		<b>239</b>		<b>7,415</b>	

*(ii) EU policy for animal welfare addresses the needs and expectations of EU stakeholders and citizens*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	266	4%	12	5%	278	4%
Agree	2,277	32%	48	20%	2,325	32%
Neither Agree nor Disagree	1,541	22%	73	31%	1,614	22%
Disagree	1,939	27%	66	28%	2,005	27%
Strongly Disagree	1,086	15%	37	16%	1,123	15%
Total	<b>7,109</b>		<b>236</b>		<b>7,345</b>	

### 3.2 Legislation and Enforcement

*Q 16: Please indicate the extent to which you agree or disagree with the following statements about legislation and enforcement*

*(i) EU legislation has helped to harmonise animal welfare rules across the EU*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	208	3%	14	6%	222	3%
Agree	3,376	47%	79	33%	3,455	46%
Neither Agree nor Disagree	1,585	22%	61	25%	1,646	22%
Disagree	1,343	19%	61	25%	1,404	19%
Strongly Disagree	740	10%	28	12%	768	10%
Total	<b>7,252</b>		<b>243</b>		<b>7,495</b>	

*(ii) Animal welfare varies significantly within the EU because of differing legislation and enforcement issues across the Member States*



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	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	1,467	20%	37	15%	1,504	20%
Agree	2,421	34%	121	50%	2,542	34%
Neither Agree nor Disagree	870	12%	58	24%	928	12%
Disagree	2,189	30%	20	8%	2,209	30%
Strongly Disagree	276	4%	8	3%	284	4%
Total	<b>7,223</b>		<b>244</b>		<b>7,467</b>	

(iii) *Differences in national animal welfare legislation and enforcement affect the functioning of the internal market*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	927	13%	41	17%	968	13%
Agree	1,823	25%	91	38%	1,914	26%
Neither Agree nor Disagree	1,378	19%	63	26%	1,441	19%
Disagree	899	13%	23	10%	922	12%
Strongly Disagree	2,131	30%	23	10%	2,154	29%
Total	<b>7,158</b>		<b>241</b>		<b>7,399</b>	

(iv) *EU legislation for farm animal welfare disadvantages EU producers relative to overseas competitors (outside the EU/ EEA).*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	2,177	31%	29	12%	2,206	30%
Agree	1,116	16%	36	15%	1,152	16%
Neither Agree nor Disagree	1,573	22%	78	32%	1,651	22%
Disagree	1,161	16%	58	24%	1,219	17%
Strongly Disagree	1,076	15%	41	17%	1,117	15%
Total	<b>7,103</b>		<b>242</b>		<b>7,345</b>	

(v) *EU legislation for the welfare of experimental animals disadvantages EU industries relative to overseas competitors*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	511	7%	18	8%	529	7%
Agree	2,385	34%	37	16%	2,422	34%
Neither Agree nor Disagree	1,669	24%	83	35%	1,752	24%
Disagree	1,137	16%	54	23%	1,191	17%

Strongly Disagree	1,264	18%	45	19%	1,309	18%
Total	<b>6,966</b>		<b>237</b>		<b>7,203</b>	

(vi) *The costs for farmers to follow EU animal welfare policy are covered by increased farmgate prices*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	359	5%	15	6%	374	5%
Agree	1,087	15%	38	16%	1,125	15%
Neither Agree nor Disagree	2,090	29%	117	49%	2,207	30%
Disagree	1,122	16%	39	16%	1,161	16%
Strongly Disagree	2,457	35%	32	13%	2,489	34%
Total	<b>7,115</b>		<b>241</b>		<b>7,356</b>	

Q17: *EU animal welfare legislation is consistent with.....*

(i) *Policies for the environment*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	432	6%	16	7%	448	6%
Agree	1,176	17%	56	24%	1,232	17%
Neither Agree nor Disagree	1,673	24%	88	37%	1,761	24%
Disagree	1,191	17%	43	18%	1,234	17%
Strongly Disagree	2,587	37%	34	14%	2,621	36%
Total	<b>7,059</b>		<b>237</b>		<b>7,296</b>	

*(ii) Policies for regional development*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	339	5%	12	5%	351	5%
Agree	979	14%	46	20%	1,025	14%
Neither Agree nor Disagree	2,281	33%	103	44%	2,384	33%
Disagree	1,103	16%	43	19%	1,146	16%
Strongly Disagree	2,294	33%	28	12%	2,322	32%
Total	<b>6,996</b>		<b>232</b>		<b>7,228</b>	

*(iii) The better Regulation agenda (which aims to simplify Regulation and design better laws for consumers and business)*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	287	4%	9	4%	296	4%
Agree	866	13%	51	22%	917	13%
Neither Agree nor Disagree	2,333	34%	102	44%	2,435	34%
Disagree	1,104	16%	33	14%	1,137	16%
Strongly Disagree	2,303	33%	38	16%	2,341	33%
Total	<b>6,893</b>		<b>233</b>		<b>7,126</b>	

*(iv) the economic sustainability of the farming sector*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	353	5%	13	6%	366	5%
Agree	1,029	15%	53	23%	1,082	15%
Neither Agree nor Disagree	2,106	30%	95	41%	2,201	31%
Disagree	1,029	15%	39	17%	1,068	15%
Strongly Disagree	2,424	35%	33	14%	2,457	34%
Total	<b>6,941</b>		<b>233</b>		<b>7,174</b>	

*(v) the economic sustainability of activities dependent on experimental animals*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	339	5%	12	5%	351	5%
Agree	2,349	34%	52	22%	2,401	34%
Neither Agree nor Disagree	2,424	35%	97	42%	2,521	36%
Disagree	821	12%	39	17%	860	12%
Strongly Disagree	914	13%	32	14%	946	13%
Total	<b>6,847</b>		<b>232</b>		<b>7,079</b>	

*Q 18 (i) The costs for Member States of administering EU animal welfare legislation are reasonable*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	650	9%	20	9%	670	9%
Agree	1,324	19%	70	30%	1,394	19%
Neither Agree nor Disagree	1,937	27%	90	38%	2,027	28%
Disagree	2,432	34%	36	15%	2,468	34%
Strongly Disagree	752	11%	19	8%	771	11%
Total	<b>7,095</b>		<b>235</b>		<b>7,330</b>	

*ii) EU animal welfare standards in relation to farm animals have increased the market value of products*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	467	7%	14	6%	481	7%
Agree	1,160	16%	67	29%	1,227	17%
Neither Agree nor Disagree	2,040	29%	83	35%	2,123	29%
Disagree	2,630	37%	47	20%	2,677	37%
Strongly Disagree	755	11%	23	10%	778	11%
Total	<b>7,052</b>		<b>234</b>		<b>7,286</b>	

*iii) EU animal welfare standards in relation to experimental animals have increased the market value of products*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	238	3%	10	4%	248	3%
Agree	653	9%	35	15%	688	10%
Neither Agree nor Disagree	2,443	35%	120	51%	2,563	36%
Disagree	2,773	40%	42	18%	2,815	39%
Strongly Disagree	823	12%	27	12%	850	12%
Total	<b>6,930</b>		<b>234</b>		<b>7,164</b>	

### 3.3 EU Research on Animal Welfare

*Q19: Please indicate the extent to which you agree or disagree with the following statements about EU research on animal welfare*

(i) *EU funded animal welfare research has helped to inform the key priorities for animal welfare policy*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	192	3%	18	8%	210	3%
Agree	1,362	19%	72	30%	1,434	20%
Neither Agree nor Disagree	1,893	27%	73	31%	1,966	27%
Disagree	2,662	38%	57	24%	2,719	38%
Strongly Disagree	896	13%	18	8%	914	13%
Total	<b>7,005</b>		<b>238</b>		<b>7,243</b>	

(ii) *EU funding for research is sufficient and well suited for the scope of current EU animal welfare policy*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	228	3%	12	5%	240	3%
Agree	2,256	32%	39	16%	2,295	32%
Neither Agree nor Disagree	1,633	23%	81	34%	1,714	24%
Disagree	1,610	23%	75	32%	1,685	23%
Strongly Disagree	1,231	18%	30	13%	1,261	18%
Total	<b>6,958</b>		<b>237</b>		<b>7,195</b>	

(iii) *The results of EU research are well disseminated*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	83	1%	9	4%	92	1%
Agree	389	6%	27	11%	416	6%
Neither Agree nor Disagree	1,882	27%	97	41%	1,979	28%
Disagree	1,689	24%	62	26%	1,751	25%
Strongly Disagree	2,865	41%	40	17%	2,905	41%
Total	<b>6,908</b>		<b>235</b>		<b>7,143</b>	

(iv) *The FP7 Ethics Review procedure ensures a good ethical review of animal use in experiments*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	77	1%	5	2%	82	1%
Agree	453	7%	32	14%	485	7%
Neither Agree nor Disagree	4,016	59%	111	47%	4,127	59%
Disagree	1,135	17%	61	26%	1,196	17%
Strongly Disagree	1,111	16%	26	11%	1,137	16%
Total	<b>6,792</b>		<b>235</b>		<b>7,027</b>	

### 3.4 EU Communications on Animal Welfare

*Q20: Please indicate the extent to which you agree or disagree with the following statements about EU communications (such as Farmland [www.farmland-thegame.eu/](http://www.farmland-thegame.eu/) and the organic farming promotional campaign [http://ec.europa.eu/agriculture/organic/animal-welfare\\_e](http://ec.europa.eu/agriculture/organic/animal-welfare_e)) on animal welfare*

(i) *I was previously aware of specific EU communication tools on animal welfare*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	198	3%	10	4%	208	3%
Agree	3,238	46%	85	36%	3,323	46%
Neither Agree nor Disagree	1,479	21%	70	30%	1,549	21%
Disagree	1,546	22%	57	24%	1,603	22%
Strongly Disagree	511	7%	14	6%	525	7%
Total	<b>6972</b>		<b>236</b>		<b>7208</b>	

(ii) *I was previously aware of where to access information on animal welfare issues from the DG SANCO website and have found this information useful.*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	137	2%	8	3%	145	2%
Agree	1,252	18%	82	35%	1,334	19%
Neither Agree nor Disagree	1,531	22%	66	28%	1,597	22%
Disagree	3,390	49%	64	27%	3,454	48%
Strongly Disagree	619	9%	16	7%	635	9%
Total	<b>6,929</b>		<b>236</b>		<b>7,165</b>	



(iii) *EU communications have helped to raise public awareness of animal welfare issues*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	147	2%	13	6%	160	2%
Agree	2,720	39%	89	38%	2,809	39%
Neither Agree nor Disagree	1,498	22%	58	25%	1,556	22%
Disagree	1,733	25%	48	21%	1,781	25%
Strongly Disagree	817	12%	25	11%	842	12%
Total	<b>6,915</b>		<b>233</b>		<b>7,148</b>	

(iv) *EU communications (for example Farmland) have helped raise responsibility towards animal welfare*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	130	2%	11	5%	141	2%
Agree	2,617	38%	80	34%	2,697	38%
Neither Agree nor Disagree	1,849	27%	76	33%	1,925	27%
Disagree	1,544	22%	49	21%	1,593	22%
Strongly Disagree	741	11%	16	7%	757	11%
Total	<b>6,881</b>		<b>232</b>		<b>7,113</b>	

(v) *EU communication tools and materials are high quality and are easy to use*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	93	1%	5	2%	98	1%
Agree	848	12%	51	22%	899	13%
Neither Agree nor Disagree	2,932	43%	114	50%	3,046	43%
Disagree	2,502	36%	47	20%	2,549	36%
Strongly Disagree	510	7%	13	6%	523	7%
Total	<b>6,885</b>		<b>230</b>		<b>7,115</b>	

### 3.5 International Initiatives

*Q 22: Please indicate the extent to which you agree or disagree with the following statements about international initiatives:*

- (i) *EU international initiatives have helped to create a shared understanding of animal welfare issues and responsibilities at world level*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	170	2%	23	10%	193	3%
Agree	1,299	18%	74	31%	1,373	19%
Neither Agree nor Disagree	1,514	21%	47	20%	1,561	21%
Disagree	1,722	24%	49	21%	1,771	24%
Strongly Disagree	2,400	34%	44	19%	2,444	33%
Total	<b>7,105</b>		<b>237</b>		<b>7,342</b>	

- (ii) *EU international initiatives have substantially contributed to harmonising standards between EU and overseas producers*

	Within the EU		Outside the EU		Total	
	No.	%	No.	%	No.	%
Strongly Agree	107	2%	13	5%	120	2%
Agree	706	10%	52	22%	758	10%
Neither Agree nor Disagree	2,039	29%	75	32%	2,114	29%
Disagree	1,740	25%	55	23%	1,795	25%
Strongly Disagree	2,481	35%	42	18%	2,523	35%
Total	<b>7,073</b>		<b>237</b>		<b>7,310</b>	

### 4. Names of organisations that responded to the Consultation

Organisations that responded to the online consultation and that provided a name for their organisation (in Question 2) are listed below. About 1080 organisations provided a name. Duplicates have been removed, leaving the 819 organisations listed below.

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- |  |  |   |
|--|--|---|
| 1. 30 Millions d'Amis  | 49. ACCA Marcols Les Eaux 07190  | 92. Americans Against Horse Slaughter In Arizona                                      |
| 2. A A Brown & Sons  | 50. ACCA Oloron Ste Marie  | 93. Amicale C Foulon  |
| 3. A C M B A   | 51. ACCA Pelussin  | 94. Amicale De Chasse   |
| 4. A C O M C   | 52. ACCA Plechatel   | 95. Amicale De Chasse De Bonsecours   |
| 5. A Doua Sansa - Ramnicu Valcea                                   | 53. ACCA Ploumilliau   | 96. Amicale De Chasse D'eloup   |
| 6. A I C G G   | 54. ACCA Saint Jean Pla De Corts   | 97. Amicale De Chasseurs De St Barthelemy De Bussiere                                 |
| 7. A N C G G   | 55. ACCA Saint-Reverien  | 98. Amicale De Montperrin   |
| 8. A S C G C   | 56. ACCA Saman   | 99. Amicale De Turquestein  |
| 9. A.A.C.G.G.  | 57. ACCA Velaine en Haye   | 100. Amicale Des Bois De Caumont  |
| 10. A.C.C.G.G.G.   | 58. ACCELERERA Srl   | 101. Amicale Des Chasseurs De Crézancy  |
| 11. A.D.C.G.G De Seine Maritime                                    | 59. ACCP06   | 102. Amicale Des Chasseurs De Pevy  |
| 12. A.D.G.C.P. 88  | 60. ACDPM  | 103. Amicale Des Chasseurs De Vieux Moulins   |
| 13. A.I.C.A Du Canton De Thuir                                     | 61. ACF 49   | 104. Amicale Des Propriétaire Et Chasseurs De Nant                                    |
| 14. A.N.C.G.G 28   | 62. ACFebvrel  | 105. Amicale Monasterienne Des Chasseurs  |
| 15. A.N.F.A.   | 63. ACOMC  | 106. ANCGE  |
| 16. A.P.A. 38 - Piégers Agrées De L' Isere (38)                    | 64. ACPGM  | 107. ANCGG  |
| 17. AAlCA Causse Rouergue  | 65. ACPU   | 108. ANCLATRA ADCPG   |
| 18. AAPPMA Amical Des Pêcheur De Francheville                      | 66. ACSM   | 109. ANCS   |
| 19. AAPPMA Du Haut Jura / ACCA Morez                               | 67. ACSTM  | 110. ANFA - France  |
| 20. AAPPMA En Vendée   | 68. ACVD - Association des Chasseurs de la Vallée de la Dives              | 111. Animal Aid Foundation  |
| 21. AAPPMA La Truite Dioise  | 69. ADCA 34  | 112. Animal angels  |
| 22. Abbott Gmbh Co KG  | 70. ADCGEA   | 113. Animal Defenders International   |
| 23. ACA Longeville Sur Mer   | 71. ADCGG 02; 03; 29; 34; 45; 60   | 114. Animal Environment And Health, Slu   |
| 24. ACA; ACA 10  | 72. ADCOMO   | 115. Animal Friends Croatia (Prijetelji Životinja)                                    |
| 25. ACAC Du Cher   | 73. ADCPG37  | 116. Animal Programs Foundation Of Bulgaria   |
| 26. ACAF   | 74. UNUCR34  | 117. Animal Public E.V.   |
| 27. ACAMM (Association Chasseurs A L'arc De M & M)                 | 75. ADDP; ADDP44   | 118. Animal Rescue Sofia  |
| 28. ACC Tursac   | 76. Adhérent Fédération Des Chasseurs De l'Aisne                           | 119. Animal Transportation Association - Livestock Committee                          |
| 29. ACC Vieux-Viel   | 77. Adotta Un Boxer Per La Vita ONLUS                                      | 120. Animal Welfare Officer / Cau Zu Kiel   |
| 30. ACCA (Association Communale De Chasse Agrée) d'Anthon (France) | 78. AEPDEN (Asociación De Estudios Y Protección De La Naturaleza)          | 121. Animal Welfare Sweden  |
| 31. ACCA Andancette  | 79. AFACCC; AFACCC66   | 122. Animals Count (A Uk Political Party For People And Animals)                      |
| 32. ACCA Aureilhan   | 80. AFEVST   | 123. Animavie   |
| 33. ACCA Beaufort  | 81. AGPPAA   | 124. ANIVEC/APIV - National Association of Clothing Manufacturers                     |
| 34. ACCA Chateaufort Sur Isere                                     | 82. Agriculture  | 125. ANLCF  |
| 35. ACCA Courtisols  | 83. AGRPE27  | 126. ANPROGAPOR   |
| 36. ACCA De Chaligny, Gic De L'orxois                              | 84. AHRCA  | 127. ANPS   |
| 37. ACCA De Courmelles   | 85. AKT- Aktion Konsequenter Tierschutz                                    | 128. APA  |
| 38. ACCA De Cours de Pile  | 86. Aktion Kirche und Tiere (Church for animals)                           | 129. APAC, APAC 16  |
| 39. ACCA De Feins  | 87. Aktive Tierschützer e.V.   | 130. APAGE (Association Pour La Protection Des Animaux De Grandchamp Et Des Environs) |
| 40. ACCA De Féniers (23100)  | 88. Albert Schweitzer Stiftung für unsere Mitwelt                          |   |
| 41. ACCA De Montrigaud   | 89. Alfort National Veterinary School; K9 Breeding And Sport Medicine Unit |   |
| 42. ACCA De Vacheresse   | 90. Am Conseil Sarl  |   |
| 43. ACCA De Vallieres 74150  | 91. American Horse Defense Fund  |   |
| 44. ACCA d'Espinass  |  |   |
| 45. ACCA Guichen   |  |   |
| 46. ACCA Gumieres 42560  |  |   |
| 47. ACCA La Guyonniere   |  |   |
| 48. ACCA Lézat   |  |   |

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| 131.APAM06   | 168.Association<br>Départementale De<br>Piégeurs De Côte d'Or                                   | 188.Association Des<br>Chasseurs Endoufielle   |
| 132.APDC Caleidoscop                                       |   | 189.Association Des<br>Chasseurs Et<br>Propriétaire Dugué<br>Gorand                      |
| 133.APIE/ASPAS   | 169.Association<br>Départementale Des<br>Chasseurs De Grand<br>Gibier De Charente<br>Maritime   | 190.Association Des Jeunes<br>Chasseurs Du Morbihan                                      |
| 134.Arbeitsgemeinschaft<br>Deutscher Tierzüchter<br>e. V.  | 170.Association<br>Départementale Des<br>Chasseurs De Grand<br>Gibier De La Drôme<br>(ADCGG 26) | 191.Association Des<br>Piegeurs Agrees Du Var  |
| 135.ARC CHASSE 84  | 171.Association<br>Départementale Des<br>Chasseurs De Grand<br>Gibier De La Haute-<br>Garonne   | 192.Association Des<br>Propriétaires Chasseurs<br>Et Non Chasseurs De<br>Saorge (France) |
| 136.ARC FLECHES<br>CHASSE                                  | 172.Association<br>Départementale Des<br>Piégeurs Agréés De La<br>Haute-Saône                   | 193.Association Des<br>Sauvaginiers D'îles De<br>France (Accif)                          |
| 137.ASCAL45 Association<br>Chasseurs à l'Arc du<br>Loiret  | 173.Association Des<br>Chasseurs À L'arc  | 194.Association Des<br>Sauvaginiers Du Pas-<br>De-Calais Ouest<br>(Aspco)                |
| 138.ASHR   | 174.Association Des<br>Chasseurs À L'arc De<br>Franche Comté                                    | 195.Association Des<br>Suiveurs De Chasse À<br>Courre                                    |
| 139.ASLPS Section Chasse                                   | 175.Association Des<br>Chasseurs De Gibier<br>d'Eau Et Migrateurs De<br>l'Orne                  | 196.Association<br>Droitdevivre02  |
| 140.ASMCGG, ACASM  | 176.Association Des<br>Chasseurs De Gibiers<br>D'eau  | 197.Association Du Bois De<br>Pissy  |
| 141.Asociación San<br>Francisco De Los<br>Animales         | 177.Association Des<br>Chasseurs De Grand<br>Gibier   | 198.Association<br>Graulhetoise De<br>Sauvegarde Des<br>Animaux "AgSa"                   |
| 142.Asociatia "Cainele Meu"<br>Romania                     | 178.Association Des<br>Chasseurs De Grand<br>Gibier De L Aude                                   | 199.Association Inter-<br>Communale De Chasse<br>Agréée Du Canton De<br>Thuir            |
| 143.Asociatia Binecuvantati<br>Natura                      | 179.Association Des<br>Chasseurs De Grand<br>Gibier De La Manche                                | 200.Association Jurassienne<br>Des Chasseurs De<br>Grand Gibier                          |
| 144.Asociatia Speranta<br>Pentru Animale                   | 180.Association Des<br>Chasseurs De Grand<br>Gibier De L'ain                                    | 201.Association La Paire De<br>Douilles  |
| 145.ASPAS  | 181.Association Des<br>Chasseurs De Grand<br>Gibier De Moselle                                  | 202.Association Les Amis<br>De L'epinard   |
| 146.ASPCO  | 182.Association Des<br>Chasseurs De Grand<br>Gibier De Seine<br>Maritime                        | 203.Association Les Amis<br>De Manaut  |
| 147.ASPP 65  | 183.Association Des<br>Chasseurs De La<br>Patazerie   | 204.Association Les Chats<br>De Limeil   |
| 148.Ass. Saint Hubert,<br>Herbsheim 68                     | 184.Association Des<br>Chasseurs De Ste<br>Gemmes Sur Loire                                     | 205.Association Milioane De<br>Prietenii   |
| 149.Assessors en Benestar<br>Animal                        | 185.Association Des<br>Chasseurs De Thionville  | 206.Association Mosellane<br>De Recherche Au Sang  |
| 150.Association "La<br>Plogonnecoise"                      | 186.Association Des<br>Chasseurs Du Ban<br>D'harol  | 207.Association Nationale<br>Des Chasseurs De<br>Gibier D'eau (ANCGE)                    |
| 151.Association "Hervahan"                                 | 187.Association Des<br>Chasseurs Du<br>Hellenwald   | 208.Association Nationale<br>des Chasseurs de<br>Grands Gibiers                          |
| 152.Association Aidons Nos<br>Molosses                     |   | 209.Association Nationale<br>Des Fauconniers Et<br>Autoursiers Français<br>(ANFA)        |
| 153.Association Angenieux                                  |   | 210.Association Nationale<br>Des Jeunes Et<br>Nouveaux Chasseurs                         |
| 154.Association C B  |   | 211.Association Nationale<br>Francaise De<br>Fauconnerie (ANFA)                          |
| 155.Association Cent Pas                                   |   |  |
| 156.Association Chasse A<br>L'arc De Beauce<br>Sologne     |   |  |
| 157.Association Chasse<br>Intercommunale du<br>Plessis     |   |  |
| 158.Association chasse la<br>Beuilloise                    |   |  |
| 159.Association Chene                                      |   |  |
| 160.Association<br>Cynegetique D La<br>Vallee De La Suippe |   |  |
| 161.Association De Chasse<br>De Grande Venerie             |   |  |
| 162.Association De Chasse<br>De La "Wollmatt"              |   |  |
| 163.Association De Chasse<br>De La Vallée Du Garon         |   |  |
| 164.Association De Chasse<br>De l'Abbaye (ACA)             |   |  |
| 165.Association De Chasse<br>Le Vaumain                    |   |  |
| 166.Association De Chasse<br>Maritime Du Calaisis          |   |  |
| 167.Association D'education<br>A La Nature                 |   |  |

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| 212. Association Of Hunting Of Erceville                             | 247. BIAZA - British And Irish Association of Zoos and Aquariums  | 293. CIC Wildlife Belgium  |
| 213. Association Pour Le Respect Des Animaux Sauvages                | 248. Biopark e.V.   | 294. CLEPS   |
| 214. Association Protection De La Nature En Charente-Maritime FRANCE | 249. BirdsFirst   | 295. Clinique Veterinaire Du Parc                                      |
| 215. Association Sonneurs Trompe De Chasse                           | 250. BNAEOPC  | 296. CLITRAVI  |
| 216. Association Terville Chasse Arc                                 | 251. Boehringer Ingelheim France                                  | 297. Club Des Becassiers   |
| 217. Association Tourtouraine Cynégetique                            | 252. Böselers Goldschmaus GmbH & Co. KG.                          | 298. Club Des Bécassiers Jurassiens                                    |
| 218. Associazione Asini Si Nasce. E Io Lo Nakkui Lombardia           | 253. Bowhunters Club De France                                    | 299. Club Le Saint Hubert Du Stockmatt/Hazert                          |
| 219. Associazione Italiana Pellicceria                               | 254. BPEX UK  | 300. Club Mariae Bourgondiae (Falconers Club Belgium)                  |
| 220. Assosiation Un Combat Pour Vivre                                | 255. British Falconers Club                                       | 301. Club National Des Bécassiers                                      |
| 221. Asur Marche Zt 9 Macerata                                       | 256. British Fur Trade Association                                | 302. Club National Des Bécassiers Section De l'Aude CNB11              |
| 222. ATSR74 (Accompagnateur Agree Pour Tir Selectif En Reserve)      | 257. British Poultry Council                                      | 303. Clubul Ecologic Transilvania                                      |
| 223. Austrian Chamber of Agriculture                                 | 258. British Veterinary Association                               | 304. CNB   |
| 224. Aves France   | 259. C A F  | 305. COAG  |
| 225. AVL R   | 260. C.A.R.E for Animals  | 306. Code animal   |
| 226. Avocat  | 261. C.C.C.I.L. (Conseil cynégétique du Condroz Liégeois)         | 307. Colipa - The European Cosmetics Association                       |
| 227. Badger Trust Isle of Wight                                      | 262. C.P.N.T.   | 308. Collectif REC   |
| 228. Badger Trust West Sussex  | 263. CACP   | 309. Commission predation GIC des outardes                             |
| 229. Baie de Canche Hunting Association                              | 264. Canine Health Concern  | 310. Confrérie des Paloumayres de Luxey                                |
| 230. Balcombe Estate   | 265. CAREX  | 311. Confrérie des Passionnés de l'alouette                            |
| 231. Ban Halal and Kosher Slaughter                                  | 266. Caring for the Animals Trust/Saving Greek Animals            | 312. Conseil Cynégétique des Nauwes, Belgium                           |
| 232. BASC  | 267. Carrefour  | 313. Conseil Municipal De Crantenoy                                    |
| 233. BASF SE   | 268. Casa Poblano   | 314. Consorzio Sicilia Hyblea, Valdinoto Tours Tourist Services Agency |
| 234. Bauernverband   | 269. CE SG 67   | 315. Convention Vie Et Nature  |
| 235. Bauernverband Malchin e.V.                                      | 270. Certikova  | 316. Cornwall Wildfowlers Association                                  |
| 236. Bayer ScheringPharma AG   | 271. CETEF de l'Orne  | 317. Coty  |
| 237. Bayerischer Bauernverband                                       | 272. CGD  | 318. Cour Grand Ducale Luxembourg                                      |
| 238. Bayerischer Jagdverband e.V.                                    | 273. Chamber of Austrian Vets                                     | 319. CPNT  |
| 239. BDF   | 274. Chamber of commerce  | 320. CPNT85  |
| 240. Bear Rescue Group (Bolton)                                      | 275. Chasse de La Venotière                                       | 321. Cyril Murkin Co Ltd   |
| 241. Becassiers De France Aveyron                                    | 276. Chasse de Spriden  | 322. Danish Hunters Association  |
| 242. Belgian Falconers Association 'Club Marie de Bourgogne'         | 277. Chasse de Trentels Ladignac                                  | 323. Danish Hunting Organisation                                       |
| 243. Belgian Fur Trade Federation                                    | 278. Chasse des Marais de Mon-La-Bour                             | 324. Danmarks Jægerforbund   |
| 244. BEMEFA - APFACA   | 279. Chasse Du Claudy   | 325. Dansk Jagtforening  |
| 245. Beyren Club   | 280. Chasse et Nature Senac                                       | 326. Daubigny  |
| 246. BFC and IAF   | 281. Chasse Peche Nature Traditions                               | 327. DDA   |
|  | 282. Chasse Picardie  | 328. Ddomaine de Mazerolles  |
|  | 283. Chasse Savoie  | 329. Decor Français, Association Loi 1901                              |
|  | 284. Chasseur Adhérent Fédération 76                              | 330. Defense de la chasse  |
|  | 285. Chasseur De La Moselle                                       | 331. Denkavit Netherlands  |
|  | 286. Chasseur Ecolo   | 332. Deutsches Pelz Institut   |
|  | 287. Chasseurs de France  | 333. Diane De Lelex  |
|  | 288. Chasseurs De La Roche Aux Loups                              | 334. Diane De L'hortus   |
|  | 289. Chasseurs De L'echeneau                                      |  |
|  | 290. Chasseurs Du Cher  |  |
|  | 291. CIC Belgium  |  |
|  | 292. CIC International Council for Game and Wildlife Conservation |  |

335. Diane Roquebrunaise
336. Dierenbescherming Haarlemmermeer, Lisse en Hillegom
337. Dierenhulp Orfa Foundation
338. Direction Des Sciences Du Vivant
339. District Hunting association/District Fishing association
340. Djurens Rätt (Animal Rights Sweden)
341. Doctors Against Animal Experiments
342. Domaine Du Parc De Menars
343. Double W Ranch
344. Droits Des Animaux
345. Dutch Society for the Protection of Animals
346. Eesti Loomakaitse Selts
347. Élevage Amateure De La Butte De La Torse
348. Elsegaaarde Jagtforening
349. ENSCA
350. Entente Rage Zoonoses
351. Equipage de Neubourg
352. Equipage La Futaie Des Amis
353. ERPA
354. EuroCommerce
355. European Crop Protection Association
356. European Federation of Pharmaceutical Industries and Associations
357. European Fur Breeders' association (Efba)
358. European Livestock and Meat Trades Union (UECBV)
359. European Medicines Agency - Veterinary Medicines Sector
360. European Vegetarian Union
361. Évaluation Politique De L'ue Sur La Protection Des Animaux
362. F. Hoffmann-La Roche Ltd.
363. F.F.C.A.
364. FACCC
365. FACE
366. FACIF
367. Faculty of Veterinary Medicine, Utrecht University, The Netherlands
368. Falcon Veterinary Group
369. Falconry Days
370. Fano Jagtforening (member of Dansk Jaegerforbund)
371. FAO
372. Farm Animal Welfare Council (FAWC)
373. FDC (French Departmental Hunting Federation) (FDC 2; 14; 16; 24; 25; 26; 34; 35; 37; 41; 44; 50; 51; 57; 59; 64; 76; 77; 79; 80; 85).
374. FDC Marne
375. FDC Nievre
376. FDCC
377. FDCM
378. Federação Ornitológica Nacional Portuguesa
379. Federal Chamber of Veterinarians Germany
380. Federal Environment Agency (Umweltbundesamt), Germany
381. Federal Government County Vorarlberg, Veterinary Department, Austria
382. Federal Ministry of Health, Austria
383. Fédération Chasseur du 76
384. Fédération Chasseur Vendee
385. Fédération Chasseurs Maine-Et-Loir
386. Fédération De Chasse d'Ille Et Vilaine
387. Fédération De Chasse Du Calvados (14)
388. Fédération De Chasse Poitou Charentes France
389. Fédération de l'Aisne pour la Pêche et la Protection du Milieu Aquatique
390. Fédération de l'Eure pour la Pêche et la Protection du Milieu Aquatique
391. Federation de Pêche Allier
392. Fédération Départementale Chasse Loire Atlantique 44
393. Fédération Départementale De Protection Des Cultures Et De l'Environnement
394. Fédération Départementale Des Chasseurs De Cote d'Or (21)
395. Fédération Départementale Des Chasseurs De La Gironde
396. Fédération Départementale Des Chasseurs De La Lozère
397. Fédération Départementale Des Chasseurs De La Moselle
398. Fédération Départementale Des Chasseurs De La Vendée
399. Fédération Départementale Des Chasseurs De l'Allier
400. Fédération Départementale Des Chasseurs De l'Ardèche
401. Federation Departementale Des Chasseurs De Loire Atlantique
402. Fédération Départementale Des Chasseurs De Savoie
403. Fédération Départementale Des Chasseurs De Seine Maritimes
404. Fédération Départementale Des Chasseurs Des Deux-Sèvres
405. Fédération Départementale Des Chasseurs D'eure Et Loir
406. Fédération Départementale Des Chasseurs D'ille Et Vilaine
407. Fédération Départementale Des Chasseurs Du Calvados
408. Federation Des Chasseur De Grand Gibiers Du Cher
409. Federation Des Chasseurs 76
410. Fédération Des Chasseurs De France
411. Fédération Des Chasseurs De Haute-Saône
412. Fédération Des Chasseurs De La Charente
413. Fédération Des Chasseurs De La Côte-d'Or
414. Fédération Des Chasseurs De La Marne
415. Fédération Des Chasseurs De La Seine-Maritime



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| 416.Fédération Des Chasseurs De La Vienne                | 443.Fédération Française Des Chasseurs                                 | 483.GIC Du Cosson   |
| 417.Federation Des Chasseurs De L'aisne                  | 444.Fédération Française Des Chasseurs À L'arc (Ffca )                 | 484.GAEC  |
| 418.Fédération Des Chasseurs De l'Ardèche                | 445.Fédération Nationale De La Chasse                                  | 485.GAIA  |
| 419.Fédération Des Chasseurs De L'hérault                | 446.Fédération Nationale Des Chasseurs                                 | 486.Galgos Ethique Europe   |
| 420.Fédération Des Chasseurs De l'Isère                  | 447.Fédération Saint Hubert Des Chasseurs Du Grand-Duché De Luxembourg | 487.Garde Chasse  |
| 421.Federation Des Chasseurs De L'Yonne                  | 448.Feedinfo News Service  | 488.GCAM  |
| 422.Fédération Des Chasseurs De Meurthe Et Moselle       | 449.Fefac  | 489.German Animal Welfare Federation / Academy for Animal Welfare                         |
| 423.Fédération Des Chasseurs De Moselle                  | 450.Feline Welfare Foundation  | 490.German Cattle Breeders' Federation / Arbeitsgemeinschaft Deutscher Rinderzüchter e.V. |
| 424.Federation Des Chasseurs De Paris                    | 451.Fellnasen-Hilfe  | 491.German Farmers Association  |
| 425.Fédération Des Chasseurs De Seine Maritime           | 452.Ferme Du Moulin De Samoussy  | 492.German Vegetarian Union   |
| 426.Fédération Des Chasseurs De Vendée                   | 453.Ferslev Vellerup Jagtforening. Dj.                                 | 493.Gestionnaire De Chasse  |
| 427.Fédération Des Chasseurs Des Deux Sevres             | 454.FFC De L'eure  | 494.GFA de la Chapelle Grivot   |
| 428.Fédération Des Chasseurs Des Hautes Alpes            | 455.FFCA (French Fédération of Bowhunting)                             | 495.GFR du Canal  |
| 429.Fédération Des Chasseurs Des Vosges                  | 456.FIC Paris Hsv  | 496.GGC du Grand Ried de Beaumont   |
| 430.Fédération Des Chasseurs D'ille Et Vilaine           | 457.FICEVY   | 497.GIC   |
| 431.Federation Des Chasseurs D'indre Et Loire            | 458.Filière Lorraine d'Aquaculture Continentale                        | 498.GIC Centre Meuse Et GIC De La Reine   |
| 432.Fédération Des Chasseurs Du Calvados                 | 459.Finnish Centre for Animal Welfare                                  | 499.GIC De La Sambre  |
| 433.Fédération Des Chasseurs Du Doubs                    | 460.Finnish company Tmi Helena Telkanranta (consulting)                | 500.GIC Des Joncs Marins  |
| 434.Fédération Des Chasseurs Du Jura                     | 461.Finnish Hunters Organisation                                       | 501.GIC Loire   |
| 435.Federation Des Chasseurs Du Loitet (France)          | 462.Firma Schaap   | 502.GICNB   |
| 436.Federation Des Chasseurs Du Pas De Calais            | 463.FLAC   | 503.GIRCOR (Groupe Interprofessionnel De Réflexion Et De Communication Sur La Recherche)  |
| 437.Federation Des Chasseurs Du Var                      | 464.FNC  | 504.Greyhound Action Denmark  |
| 438.Fédération Des Chasseurs Des Deux-Sèvres             | 465.FNTR   | 505.Groupement Départemental Des Lieutenants De Louveterie De L'ain                       |
| 439.Fédération Des Entreprises De La Beauté              | 466.Food & Commerce  | 506.Groupement Depommereau  |
| 440.Fédération Des Gardes Chasse Particuliers            | 467.Foreign Bird League  | 507.Groupement D'interet Cynegetique  |
| 441.Fédération For Hunting & Conservation - Malta (Fknk) | 468.Forza Nuova  | 508.Groupement D'intérêt Cynégétique De La Peychay  |
| 442.Fédération Française De Chasse                       | 469.Foundation of Animal Welfare "Mrunio"                              | 509.Groupement Samin  |
|  | 470.Four Paws (Vier Pfoten) - EU Policy Office                         | 510.Hare Preservation Trust   |
|  | 471.Fourrure Torture   | 511.Hawk Board  |
|  | 472.France Génétique Elevage   | 512.Hellenic Fur Federation   |
|  | 473.FRC Bretagne   | 513.Hrdal Jeger Og Fiskeforening  |
|  | 474.FRCPL  | 514.Humanbe   |
|  | 475.FRIBIN   | 515.Humane Society International  |
|  | 476.FSHCL  | 516.Humane Urban Wildlife Deterrence  |
|  | 477.Fundatia pentru Protectia Cainilor Comunitari, Romania             | 517.Hundenothilfe Frankreich eV   |
|  | 478.Fur Council of Canada  | 518.Hungarian Fur Trade Association   |
|  | 479.Fur Industrialists And Businessmen Association                     | 519.Hunt Saboteurs Association  |
|  | 480.Futaie des Amis  | 520.Hunt society France   |
|  | 481.FVE, the Federation of Veterinarians of Europe                     |   |
|  | 482.GIC Planeze  |   |

## Evaluation of the EU Policy on Animal Welfare & Possible Options for the Future

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|---|---|---|
| 521. Hunting association France   | 555. Kodittomien Koirien Ystävät Ry   | 588. Matthew Eyton Animal Welfare Trust   |
| 522. Hunting Denmark  | 556. Koningin Sophia Vereniging tot Bescherming van Dieren                            | 589. Max-Delbrück-Centrum Für Molekulare Medizin (MDC)  |
| 523. Hunting Society of Peyrouse  | 557. Kreis Gütersloh, Abt. Vetrinärwesen und Lebensmittelüberwachung, 33324 Gütersloh | 590. MBGC (Association De Chasse À L'arc)   |
| 524. Hurwitz Exports Limited  | 558. Kreisbauernverband Böblingen e.V.  | 591. Meat Control   |
| 525. IAHAIO (IAHAIO Representative on European Animal Issues)                           | 559. Kreisbauernverband Dithmarschen  | 592. Menschen für Tierrechte - Tierversuchsgegner Schleswig-Holstein e.V.                               |
| 526. IDAE   | 560. L214   | 593. Mes propriétés   |
| 527. IFAW (International Fund for Animal Welfare) UK                                    | 561. La Bertrie   | 594. Ministry of Agriculture and Forestry, Finland  |
| 528. Infonature.org Portugal  | 562. La Fédération Départementale Des Chasseurs d'Ille Et Vilaine (Bretagne)          | 595. Ministry of Agriculture, Forestry and Food of the Republic of Slovenia                             |
| 529. INRA (National Institute of Agriculture Research)                                  | 563. La Mare Aux Cornes   | 596. National Anti Snaring Campaign   |
| 530. Institut De Genech   | 564. La Protection Mondiale Des Animaux De Ferme (PMAF)                               | 597. National Federation for Animal Protection (Federatia Nationala Pentru Protectia Animalelor – FNPA) |
| 531. Institut Européen Pour La Gestion Des Oiseaux Sauvages Et De Leurs Habitats - OMPO | 565. La Sainte Hubert Sospelloise   | 598. National Pig Association, UK   |
| 532. Integral Yoga Association  | 566. La Société De Venerie  | 599. Naturetours  |
| 533. Intercur   | 567. Landratsamt Ortenaukreis, Amt für Veterinärwesen                                 | 600. Nederlandse Bond van Handelaren in Vee   |
| 534. Intergroupe Chasse Durable, Biodiversite, Activites Rurales, Agriculture Et Forets | 568. Landwirtschaftskammer Niederösterreich   | 601. Nemrods Nixevillois  |
| 535. International Association For Falconry   | 569. Lappfjårdsnejdens Jaktvårdsförening  | 602. Neohumanist Foundation   |
| 536. International Association For Falconry And Conservation Of Birds Of Prey           | 570. Le Grand Parc  | 603. New Copy Farm  |
| 537. International Fund for Animal Welfare  | 571. Le Sanctuaire Des Herissons  | 604. Niemandshonden NL  |
| 538. International Fur Trade Federation   | 572. Legambiente Val d'Enza   | 605. Nordulv  |
| 539. International Ornithological Association   | 573. Leibniz Research Centre for Working Environment and Human Factors                | 606. Norwegian Animal Protection Alliance   |
| 540. International Road Transport Union (IRU)   | 574. Les Amis de la Grande Grossetière  | 607. Nos Amis Poilus  |
| 541. International Wildlife Consultants (UK) Ltd  | 575. Les amis de Saint Sornin   | 608. Nuisible de la Mayenne   |
| 542. Itaparica Animal Shelter   | 576. Les Souches Hunting Society  | 609. Nüter Feed   |
| 543. J & H B Ibbitson (Sunderland) Ltd  | 577. Lieutenant de Louveterie   | 610. Nykarlebynejdens Jaktvårdsförening   |
| 544. Jaegerne.dk  | 578. Ligue pour la protection des tortues   | 611. Official Veterinary Service  |
| 545. Jægerforbundet Denmark   | 579. Limerick animal Welfare Ltd.   | 612. One International  |
| 546. Japanese Spitz Rescue Ireland  | 580. Lithuanian Society for the Protection of Animals (LiSPA)                         | 613. ONG ADDA   |
| 547. JBF (Scotland)   | 581. Livre Officiel des Origines Félines (LOOF)                                       | 614. Organización de Operadores de Certificación y Control Asturianos de Alimentos -O.O.C.C.A.A         |
| 548. Joume Association  | 582. Louveterie   | 615. Organizzazione Di Volontariato, Sorriso Del Sole "   |
| 549. Julierescue.com  | 583. LTO Nederland (Dutch farmers' organisation)                                      | 616. Original Fashion Fantasies Inc   |
| 550. Junquera Bobes, S.A.   | 584. Luton bird club  | 617. Ornamental Aquatic Trade Association (OATA)  |
| 551. Kent Wildfowling And Conservation Association                                      | 585. Maison de la nature  | 618. Øster Bester Hassing Jagtforening  |
| 552. Kepka Preveza  | 586. MAP  | 619. Ottawa Animal Defense League   |
| 553. Kimitoöns Jakthundsklubb.rf  | 587. Marks & Spencer PLC  | 620. OUI  |
| 554. Kindred Spirits Equine Rescue  |   | 621. Palawan Animal Welfare Association, Inc  |

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| 622. Parc Animalier De Boutissaint  | 656. Rallye Saint Eustache  | 701. Société Communale De Chasse De Saint-Nabord 88200 France                |
| 623. Parc De La Résidence   | 657. RAMADE   | 702. Société Communale De Chasse d'Olivet                                    |
| 624. Partei Mensch Umwelt Tierschutz, Landesverband Berlin, Germany                                     | 658. RARF   | 703. Société Communale Saint Hubert  |
| 625. Partei Mensch Umwelt Tierschutz, Landesverband Hessen, Geschäftsstelle Frankfurt am Main, Germany  | 659. Rassemblement Anti-Chasse, Société Protectrice Des Animaux, Protection Mondiale Animaux Fermes | 704. Société De Chasse Andon   |
| 626. PAWS Bulgaria  | 660. RED  | 705. Société De Chasse Communale De Bucy Le Long                             |
| 627. Pays de Normandie  | 661. Réseau-Cetaces   | 706. Société De Chasse De 14700 Pertheville Ners                             |
| 628. People for Animal Rights Germany (PARG)  | 662. Responsable De Chasse  | 707. Société De Chasse De Bonsecours   |
| 629. People for the Ethical Treatment of Animals Foundation   | 663. Responsable Structure Associative Chasse   | 708. Société De Chasse De Chézy En Orxois (F-02810)                          |
| 630. Pet Care Trust   | 664. RH Chasse  | 709. Société De Chasse De Coolus   |
| 631. Pet Hope   | 665. RHK (Romerike harehundklubb)   | 710. Société De Chasse De Courcelles Fremoy France                           |
| 632. Pet psychologist and cat rescue in Mallorca, lobbyist PIE (Pets in Europe)                         | 666. Ricerca Biosciences Sasa   | 711. Société De Chasse De Daluis   |
| 633. Pfothenhilfe Ungarn e.V. /Pfothenhilfe Europa  | 667. Rinderzucht Mecklenburg-Vorpommern GmbH  | 712. Société De Chasse De Germisay   |
| 634. Piegueur et Chasseur   | 668. Riverside Dog Centre   | 713. Société De Chasse De Grez Sur Loing                                     |
| 635. Podencoworld.nl  | 669. ROBI Association   | 714. Société De Chasse De La Place De Metz                                   |
| 636. Political Association for Animal Rights  | 670. Robin Hood   | 715. Société De Chasse De La Varenne   |
| 637. Politique De L'ue Sur La Protection Des Animaux  | 671. Roche Diagnostics GmbH   | 716. Société De Chasse De Pleurs   |
| 638. Portuguese Association of Meat Processors - Associação Portuguesa dos Industriais de Carnes (APIC) | 672. Romania Animal Aid   | 717. Société De Chasse De Saint Vallier De Thiey                             |
| 639. Pour Une Europe sans Delphinarium  | 673. Romania Animal Rescue, Inc   | 718. Société De Chasse D'hotonnes  |
| 640. Prefecture of Salaj County Romania   | 674. Rucodem  | 719. Société De Chasse Et De Pêche Du Camp Militaire De Montmorillon         |
| 641. Prendre conscience   | 675. S C F  | 720. Société De Chasse Le Rouge Vétû   |
| 642. Prieteni fara cuvinte, faget, timis, Romania   | 676. S.C. Ortovet s.r.l.  | 721. Société De Chasse Les Chasseurs St Peens                                |
| 643. Pro Animals Finland  | 677. Saint Francis Foundation for Animals   | 722. Société De Chasse St Julien Du Sault                                    |
| 644. Product Board for Livestock and Meat (PVV), NL   | 678. Saint Hubert Bazourges   | 723. Société De Chasse St-Sever Calvados France                              |
| 645. Product Board for Poultry and Eggs (PPE), NL   | 679. Saint Hubert Margerie  | 724. Société De Cvhasse Militaire De Toul                                    |
| 646. Protect Our Wild Animals   | 680. Salperton Park Estate  | 725. Société De Sapignicourt   |
| 647. Protection Patrimoine Rural  | 681. Sanofi-Aventis   | 726. Société De Vénérerie  |
| 648. Protection. Animale. Alf. E u  | 682. SANS   | 727. Société Militaire De Chasse Et De Pêche Du Terrain De Montmorillon      |
| 649. Provieh VgtM e.V.  | 683. SAS AGT  | 728. Society For Protection Of Animal Of Ljubljana, Slovenia (Spa Ljubljana) |
| 650. RAC  | 684. SAVE ME  | 729. Society For The Prevention Of Cruelty To Animals                        |
| 651. Rallye Anjou   | 685. Save the Dogs and Other Animals Onlus  | 730. SOS – Strassenhunde, Switzerland  |
| 652. Rallye Fontainebleau   | 686. Save The Eagles International  |  |
| 653. Rallye Gaffelière  | 687. SC mamiva srl  |  |
| 654. Rallye Hurle Haut  | 688. SCC Aragnouet  |  |
| 655. Rallye l'Aumance   | 689. SCEA les levis   |  |
|   | 690. SCI  |  |
|   | 691. SCI la Tuilerie  |  |
|   | 692. SCI Stplavis   |  |
|   | 693. Scotland for Animals   |  |
|   | 694. Scottish Association Of Meat Wholesalers   |  |
|   | 695. Scottish Salmon Producers Organisation   |  |
|   | 696. Sea First Foundation and Stichting Vissenbescherming   |  |
|   | 697. SHARAN   |  |
|   | 698. Slagelse Jagtforening  |  |
|   | 699. Sociétaire ACCA Laille   |  |
|   | 700. Société Communale De Chasse De Biecourt  |  |

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|---|--|--|
| 731.SOS Animale Si Natura   | 761.The International Centre<br>For Birds Of Prey  | 791.Vegane Gesellschaft<br>Österreich  |
| 732.South Hams Hawks &<br>Owls  | 762.The Lions Roar   | 792.VEGnord  |
| 733.Spedition E. Hefter   | 763.The Nature - A Heritage<br>For The Future  | 793.Venerie  |
| 734.St Hubert Club De<br>L'adour  | 764.The Norwegian Forest<br>Owners Federation  | 794.Verband der<br>Chemischen Industrie<br>(German Chemical<br>Industry Association),<br>VCI |
| 735.St Hubert Club<br>Fleurantine   | 765.The Scottish Tree Trust<br>SCO11097  | 795.Verein Gegen<br>Tierfabriken -<br>Association Against<br>Animal Factories                |
| 736.Ste Communale   | 766.Thüringer<br>Sozialministerium,<br>Referat Tierschutz  | 796.Veterinäramt Kreis<br>Mettmann   |
| 737.Sté De Chasse De La<br>Chapelle De Guinchay                               | 767.Tierrechtsbündnis<br>Berlin-Vegan  | 797.Veterinäramt Steinfurt   |
| 738.St-Hubert   | 768.Tierrechtsinitiative Koeln   | 798.VICKY Association<br>d'Aide Aux Animaux  |
| 739.St-Hubert Club  | 769.Tierschutzverein<br>Klosterneuburg Wien-<br>Umgebung   | 799.Villa Zwerfhond  |
| 740.Stichting Actie<br>Zwerfhonden  | 770.Tierschutzverein und<br>Tierheim Bremerhaven   | 800.Viva Poland  |
| 741.Stichting De<br>Faunabescherming  | 771.Tiroler Tier Engel   | 801.VJS  |
| 742.Svensk Fågel  | 772.Torchwood Glebe Farm   | 802.VOA Ihan d.o.o.  |
| 743.Swedish Association for<br>Hunting and Wildlife<br>Management             | 773.Torganisation  | 803.VzF GmbH Erfolg mit<br>Schwein, Uelzen,<br>Deutschland                                   |
| 744.Swedish Meat Industry<br>Association                                      | 774.Transport en Logistiek<br>Nederland  | 804.Wales Against Animal<br>Cruelty  |
| 745.Swedish Veterinary<br>Association, Working<br>group for Animal<br>Welfare | 775.TSAV Suedkreta   | 805.WBE Honsem   |
| 746.Syndicat Agricole   | 776.UNA Cremona (Uomo-<br>Natura-Animali)  | 806.Wellbeing  |
| 747.Syndicat Chasseurs Et<br>Propriétaires<br>Cessenon/Orb                    | 777.UNAPAF   | 807.West Sussex Wildlife<br>Protection   |
| 748.Syndicat De Chasse De<br>La Roche 18190<br>Corquoy                        | 778.Understanding Animal<br>Research   | 808.Wild Futures   |
| 749.Syndicat Des<br>Exploitants Piscicoles<br>De Brenne                       | 779.Union Cynégétique<br>D'alsace  | 809.Wildlife rescue  |
| 750.Syndicat Des<br>Propriétaires Forestiers                                  | 780.Union Des Chasses<br>Privées De Ste Anne<br>Sur Vilaine  | 810.WildWorld B.V.   |
| 751.Syndicat National De La<br>Chasse   | 781.Union Of Country Sports<br>Workers   | 811.Wolves and Wildlife-<br>Natura 2000  |
| 752.Synteane  | 782.Union Pour La Gestion<br>De L'espace Rural   | 812.World Horse Welfare  |
| 753.Technische Universität<br>München, Germany                                | 783.Unipro - Associazione<br>Italiana Delle Imprese<br>Cosmetiche  | 813.World Society for the<br>Protection of Animals<br>(WSPA)                                 |
| 754.Territory Association Of<br>Erceville                                     | 784.Univeristy Of Helsinki   | 814.ZAR - Austrian Cattle<br>Breeding Federation   |
| 755.TGestion territoriale   | 785.University Of Veterinary<br>Medicine, Institute For<br>Animal Husbandry and<br>Animal Welfare, Austria | 815.ZDREANTA   |
| 756.The Animal Protection<br>Association "Pas in Doi"<br>Onesti, Bacau        | 786.UNUCR (Union<br>Nationale pour<br>l'Utilisation d'un Chien<br>de Rouge) 12; 31; 74                     | 816.Zentralverband Der<br>Deutschen<br>Geflügelwirtschaft /<br>German Poultry<br>Association |
| 757.The Canadian Voice for<br>Animals Foundation                              | 787.US Chasse CDC  | 817.Zentralverband Der<br>Deutschen<br>Schweineproduktion<br>E.V.                            |
| 758.The Danish Animal<br>Welfare Society                                      | 788.Utilisateur De La<br>Nature, Vivant À La<br>Campagne   | 818.Zucht- Und<br>Besamungsunion<br>Hessen Eg  |
| 759.The Fashion Bible   | 789.VanDrie group  | 819.Zwierzecz Telefon<br>Zaufania  |
| 760.The Foreign Softbill<br>Society UK  | 790.Veehandel Feenstra   |  |

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## Annex A1 (Question 1)

**Table A1.1: Principles and welfare criteria from the Welfare Quality® project**

Principles	Welfare criteria
Good feeding	Absence of prolonged hunger
	Absence of prolonged thirst
Good housing	Comfort around resting
	Thermal comfort
	Ease of Movement
Good health	Absence of injuries
	Absence of disease
	Absence of pain induced by management procedures
Appropriate behaviour	Expression of social behaviours
	Expression of other behaviours
	Good human-animal relationship
	Absence of general fear

Source: Botreau, R., Veissier, I., Butterworth, A., Bracke, M.B.M., Keeling, L.J. (2007). Definition of criteria for overall assessment of animal welfare. *Animal Welfare* 16, 225-228

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**Table A1.2: Comparison of Council Directive 98/58/EC (farming) with Welfare Quality® principles and assessment of level of detail and specificity of requirements in the legislation**

<b>Council Directive 98/58/EC concerning the protection of animals kept for farming purposes</b>						
Welfare Criteria		Welfare Principles	Degree of detail	Comments	Specificity of requirement	Comments
Good feeding	1	Absence of prolonged hunger	good	Good degree of detail, wholesome diet applicable to their age and species, access to feed for all animals. Feeding equipment designed constructed and placed to reduce competition and contamination	low	Diet or amount not specified. Access interval not stated. Just “as appropriate to their physiological needs”
	2	Absence of prolonged thirst	moderate	Moderate degree of detail, access to water/fluid for all animals	low	No specifications of amount or what other fluid may be given
Good housing	3	Comfort around resting	none/low	Only small amount of detail with regard to lighting levels	none/low	Only information on lighting - appropriate levels not specified
	4	Thermal comfort	none		none	
	5	Ease of movement	low	No details of what constitutes movement for any species e.g. turning around, flapping wings	low	Minimal specifications e.g. “not to cause suffering” no other specification of requirement
Good health	6	Absence of injuries	moderate	No detail of injuries or illness Detail of what to do with ill or injured animal	moderate	Moderate detail on what to do with an injured or sick animal - no diseases mentioned or injuries or species specific advice
	7	Absence of disease	moderate	No detail of injuries or illness Detail of what to do with ill or injured animal	moderate	Moderate detail on what to do with an injured or sick animal - no diseases mentioned or injuries or species specific advice
	8	Absence of pain	none/low	Inspect to avoid suffering Does not mention pain	none	
Appropriate	9	Expression of social	none		none	

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behaviour	behaviours				
	10	Expression of other behaviours	none/low	No detail on behaviours. Only states physiological and ethological needs	none
	11	Good human animal relationship	none		none
	12	Absence of general fear	none		none

**Table A1.3: Comparison of Council Directive 2008/120/EC (pigs) with Welfare Quality® principles and assessment of level of detail and specificity of requirements in the legislation**

Council Directive 2008/120/EC lays down the minimum standards for the protection of pigs						
Welfare Criteria		Welfare Principles	Degree of detail	Comments	Specificity of requirement	Comments
Good feeding	1	Absence of prolonged hunger	moderate	Detail on ad lib/group feeding scenarios, times per day and all fed together	moderate	Specific requirements of feed allowance not given. However, times per day and all together feeds are specified
	2	Absence of prolonged thirst	moderate	Detail of what animals need it and when	low	No specifications of amount, flow rates or equipment for each age group, numbers of drinkers per pigs
Good housing	3	Comfort around resting	excellent	Detail of lying space allowance up to 110kg live weight plus gilts and sows	excellent	Specific requirements of unobstructed lying space for all classes of pigs
		Thermal comfort	low	Identifies need for thermal comfort but no details	none	
	5	Ease of movement	low	Only detail on boars ease of movement	low	Specific requirements for boar pens and serving pens
Good health	6	Absence of injuries	low	No detail of injuries or illness only detail of what to do if fighting occurs	none	
	7	Absence of disease	none		none	

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	8	Absence of pain	excellent	Good detail of what management procedures may cause pain, when they can be done and by who	excellent	Very specific requirements for who can do the procedures, when they can be done and why they should be done
Appropriate behaviour	9	Expression of social behaviours	excellent	Details of numbers, when and the pen heights	excellent	Specific requirements stated on number of sows, what period in reproduction and pen heights needed
	10	Expression of other behaviours	excellent	Gives detail of need for enrichment and also the need to chew whilst pregnant. Also detail on what should be used.	excellent	Specifies what is required to be given to pigs for enrichment
	11	Good human animal relationship	none		none	
	12	Absence of general fear	none		none	

**Table A1.4: Comparison of Council Directive 2008/119/EC (calves) with Welfare Quality® principles and assessment of level of detail and specificity of requirements in the legislation**

Council Directive 2008/119/EC lays down the minimum standards for the protection of calves						
Welfare Criteria		Welfare Principles	Degree of detail	Comments	Specificity of requirement	Comments
Good feeding	1	Absence of prolonged hunger	excellent	Details of what should be fed, how often and how much	excellent	Diet not specified but certain minerals are specified at required amounts for a stated age group
	2	Absence of prolonged thirst	good	Moderate degree of detail: Access to water/fluid for all animals at all times - does not state how much water	good	No specifications of amount or what other fluid may be given or how to administer it
Good housing	3	Comfort around resting	excellent	Details on pen size, age at penning and weight per metre, details of bedding provided at what age and	excellent	Specific pen sizes given for age and weight categories

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when						
	4	Thermal comfort	low	Detail states to keep within limits that are not harmful to animal	none	
	5	Ease of movement	moderate	Detail given that states calves should be able to lie down, stand, rest and groom itself	good	Specific pen sizes stated, age and weights applicable and specifics of what calf should be bred able to perform in pen
Good health	6	Absence of injuries	low	States only that animals should be isolated and given bedding	none	
	7	Absence of disease	low	States only that animals should be isolated and given bedding	none	
	8	Absence of pain	none		none	
Appropriate behaviour	9	Expression of social behaviours	low	Only states calves should be able to see and touch other animals	low	Specification is minimal - calves should be next to each other with perforated walls
	10	Expression of other behaviours	none/low	Only states calves should be able to groom themselves	none	
	11	Good human animal relationship	none		none	
	12	Absence of general fear	none		none	

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**Table A1.5: Comparison of Council Directive 1999/74/EC (laying hens) with Welfare Quality® principles and assessment of level of detail and specificity of requirements in the legislation**

Council Directive 1999/74/EC Laying down the minimum standards for the protection of laying hens					
Welfare Criteria	Welfare Principles	Degree of detail	Comments	Specificity of requirement	Comments
Good housing	1 Absence of prolonged hunger	good	Detail given on length and type of trough used in each system	good	Specific trough length per bird for each system- no specifics regarding diet and age
	2 Absence of prolonged thirst	good	Details given state birds have to have access - number of drinkers and length of troughs in each system	good	Specific requirements regarding number of birds per drinker/ trough space
	3 Comfort around resting	excellent	Details given state nesting box numbers, perch details, tier details and litter quality details	excellent	Specific requirements stated for perch width and positioning, number of nest boxes, amount of floor space needed per hen
	4 Thermal comfort	none		none	
	5 Ease of movement	excellent	Detail stated regarding stocking densities, perches and cage heights etc., no details on what movements they should be able to perform	excellent	Specific requirements for stocking density, perch length and cage heights for all systems. Number and size of popholes if used
Good health	6 Absence of injuries	none		none	
	7 Absence of disease	none		none	
	8 Absence of pain	none		none	
Appropriate behaviour	9 Expression of social behaviours	none		none	
	10 Expression of other behaviours	low	Details on nesting and scratching in some systems stated	low	Specific nesting box requirements and scratching stated in enriched cages only
	11 Good human animal relationship	none		none	



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12	Absence of general fear	none	none
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**Table A1.6: Comparison of Council Directive 2007/43/EC (chickens) with Welfare Quality® principles and assessment of level of detail and specificity of requirements in the legislation**

Council Directive 2007/43/EC laying down the minimum rules for the protection of chickens kept for meat production					
Welfare Criteria	Welfare Principles	Degree of detail	Comments	Specificity of requirement	Comments
Good feeding	1 Absence of prolonged hunger	low	Birds should have access to feed - no other details give	none	
	2 Absence of prolonged thirst	none/low	Only detail given that drinkers should minimize spillage - no detail on numbers or type for age groups etc.	none	
Good housing	3 Comfort around resting	none/low	Only details state that friable litter is necessary - minimum stocking densities stated	none/low	Only requirement is the maximum stocking density
	4 Thermal comfort	low	Detail given if using higher stocking densities - otherwise little detail given	low	Specific temperature parameters given if going to higher stocking densities
	5 Ease of movement	low	Maximum stocking density stated - nothing regarding what movements should be performed e.g.: flapping	low	Only specific requirement is maximum stocking density for house
Good health	6 Absence of injuries	moderate	States only that birds should be removed and treated	low	Specifies only that birds that are injured or have trouble walking should be removed -
	7 Absence of disease	low	No details given - only inspections should look for ill health	none	
	8 Absence of pain	moderate	Only details what are surgical procedures and who can perform them. Details why birds should be removed	low	Specifies only that birds that are injured or have trouble walking should be removed

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Appropriate behaviour	9	Expression of social behaviours	none	none
	10	Expression of other behaviours	none	none
	11	Good human animal relationship	none/low	Details of what training is needed - does not give details of how to maintain relationship with animal none/low
	12	Absence of general fear	none	none

**Table A1.7: Number of farm animals that are covered by specific EU farm animal welfare Directives**

Year	2009	2009	2009	2007
Country	Calves	Laying hens	Pigs	Broilers
Unit	per 1000 head	per 1000 head	per 1000 head	per 1000 head
Austria	643	5,560	3,137	6,840
Belgium	702	8,905	6,228	20,160
Bulgaria	143	6,893	730	7,740
Cyprus	19	545	463	3,090
Czech Republic	399	11,902	1,914	18,910
Denmark	277	3,280	12,873	11,760
Estonia	64	640	365	860
Finland	305	4,768	1,353	5,070
France	4,882	51,480	14,552	125,910
Germany	3,931	36,551	26,604	61,310
Greece	181	14,556	1,073	24,470
Hungary	189	12,748	3,247	9,780

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Ireland	1,565	3,745	1,602	8,330
Italy	1,808	51,120	9,157	93,260
Latvia	107	2,066	377	1,710
Lithuania	183	3,659	928	3,850
Luxembourg	51	43	89	20
Malta	4	383	66	660
Netherlands	1,583	41,435	12,108	43,350
Poland	1,419	48,207	14,253	85,960
Portugal	346	8,000	2,325	15,580
Romania	592	36,038	5,793	28,790
Slovakia	137	6,252	741	7,660
Slovenia	147	1,378	426	3,430
Spain	2,095	46,717	25,343	89,610
Sweden	483	5,362	1,616	6,650
United Kingdom	2,813	41,161	4,601	108,740
<i>Totals</i>	25,069	453,393	151,963	793,500
<i>Grand total</i>	1,423,925			

Source: data from Eurostat ([http://epp.eurostat.ec.europa.eu/portal/page/portal/statistics/search\\_database](http://epp.eurostat.ec.europa.eu/portal/page/portal/statistics/search_database), accessed September and December 2010). Data for 2009 unless not available (some columns have 2008 figures in italics).

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**Table A1.8: Number of some main categories of farm animals that are not covered by specific EU animal welfare Directives**

Year	2009	2009	2009	2009	2009	2009	2008	2008	2008*	2008*	2007
Country	Cattle (without calves)	Sheep	Goats	Turkeys	Geese	Ducks	Horses	Rabbits	Fur animals - mink	Fur animals -fox / finnraccoon	Aquaculture
unit	per 1000 head	per 1000 head	per 1000 head	per 1000 head	per 1000 head	per 1000 head	per 1000 head	per 1000 head	per 1000 head	per 1000 head	tonnes live weight
Austria	1,383	345	68				85	250			2,539
Belgium	1,833			409	6	14	33		15		128
Bulgaria	405	1,400	361				168	6			4,431
Cyprus	35	300	214				1	381			3,200
Czech Republic	957	197	22		184	8,576	28	20,000			20,447
Denmark	1,344	90				907	60		14,000	7	31,168
Estonia	171	62	2				5	8			778
Finland	603	94	6	1,001			69		2,100	1,804	13,030
France	14,318	7,528	1,318	84,720	976	96,836	420	37,200	150		237,451
Germany	8,966	1,852	220	44,756			542	21,000	300		44,999
Greece	494	8,967	4,829				27	4,200	450		113,188
Hungary	511	1,223	58	8,328	4,820	20,200	60	2,040			15,922
Ireland	4,283	3,183	8	818		2,206	96		210	0.1	52,504
Italy	4,639	8,013	961	13,864	159	57	300	160,000	150		180,988
Latvia	271	67	13				13	23	326	25	729
Lithuania	577	53	15				56	30	475	2	3,378
Luxembourg	144	9	3				5				

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Malta	12	13	6				1	1,200		8,589	
Netherlands	2,415	1,099	416	2,121		8,663	134		4,500	53,371	
Poland	4,171	224	119	19,425	7,044	2,896	325	1,350		34,928	
Portugal	1,045	2,906	487				19			7,471	
Romania	1,920	9,142	917	172	96	3	862	127		10,313	
Slovakia	335	377	36				8	2,500		1,199	
Slovenia	326	138	30				20			1,354	
Spain	3,988	19,718	2,934	3,960	4	85	248	57,618	500	284,982	
Sweden	999	541		576			95		1,200	5,365	
UK	7,088	21,272		17,303		14,142	384			174,200	
<i>Total</i>	63,232	88,810	13,042	197,452	13,289	154,584	4,064	307,933	24,376	1,837	1,306,652
<i>Grand total (without aquaculture)s</i>			868,620								

Source: data from Eurostat ([http://epp.eurostat.ec.europa.eu/portal/page/portal/statistics/search\\_database](http://epp.eurostat.ec.europa.eu/portal/page/portal/statistics/search_database), accessed September and December 2010), except for horses and rabbits (source FAOSTAT, <http://faostat.fao.org/> accessed November 2010, some figures are FAOstat estimates) and fur animals (source: European Fur Breeders Association Annual report 2009). Data for 2009 unless not available (some columns have 2008 figures in italics).

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**Table A1.9: Overview of important improvements and persisting drawbacks of the Transport Regulation (EC) No 1/2005 compared to the former Directive of 1991**

<b>Improvements</b>	
1.	It is a Regulation which becomes effective directly in the Member State
2.	Owners, keepers and attendants have to take more responsibility for the fitness of the animals
3.	Journey log books are compulsory and have to be signed by the sending and receiving person. The documents have to be kept for control purposes for 3 years
4.	All drivers and personnel in markets have to hold certificates of appropriate training courses
5.	Markets and assembly centres have to provide written instructions and training courses for staff to reduce the risk of transmission of infectious diseases
6.	A link to the TRACES system is established. Usefulness has still to be proven
7.	Harmonised formats for certificates in all Member States
8.	Air temperature sensors, water meters and data recorders on vehicles for long transports
9.	Contact point in all Member States improves exchange of information between competent authorities in case of problems
<b>Drawbacks</b>	
1.	The transport time schedules do not always meet the needs of the animal species or gender
2.	The strict offloading rule for the 24hour resting period remains in place for all animals
3.	No harmonisation of travel periods and driving times for vehicle drivers
4.	Increase in administration, electronic data and paper work have to be kept in parallel

Source: Hartung, J., Springorum, A.C., (2009). *Animal welfare and transport. In: Food safety assurance and veterinary public health. Welfare of production animals: assessment and management of risks.* Eds. F. Smulders and B. Algers Wageningen Academic Publishers. Pp. 149-168.



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**Table A1.10: Some differences between slaughter Directive 119/93/EC and the new Regulation 1099/2009/EC**

	<b>Directive 93/119/EC</b>	<b>Regulation 1099/2009/EC</b>
Scope (Article 1)	Animals bred and kept for the production of meat, skin, fur or other products	Animals kept for the production of food, wool, skin, fur or other products
Application/definitions	Movement, lairaging, stunning, slaughter and killing	Killing and related operations (handling, lairaging, restraining, stunning and bleeding)
Animal/definitions	All animals	Any vertebrate animal, excluding reptiles and amphibians
Animal Welfare Officer	Not required	Required for all slaughterhouses above a minimum size
Reference centres	Not required	National reference centre must be established by each Member State
Certificate of competence	Not required	Certificates of competence shall indicate for which categories of animals and for which of the operations listed in Article 7(2) or (3) the certificate is valid; certificates of competences shall not be valid for a period exceeding 5 years. Testing must be carried out by an independent body
Definition/standard operating procedures	Not required	Standard operating procedures mean a set of written instructions aimed at achieving uniformity of the performance of a specific function or standard. Required for all killing operations including on farm killing.
Electrical stunning	Variable current devices permitted	Constant current devices required after 1 January 2019
Shackle lines	Breast comforters not obligatory	Breast comforters mandatory after 1 January 2019
Restraining and stunning equipment	Must spare animals any avoidable excitement, pain or suffering	As before but, additionally, equipment cannot be placed on the market without instructions on use and maintenance which ensure optimal conditions for animal welfare
Use of restraining and stunning equipment	Person must have the knowledge and skill to perform tasks humanely	Must be operated and maintained by personnel trained in accordance with the manufacturers' instructions
Electrical stunning equipment	Must incorporate an audible or visible device indicating the length of time the stun is applied	Must be fitted with a device to record key electrical parameters for each animal stunned

Source (adapted): Passantino, A. (2009). *Welfare of animals at slaughter and killing: a new Regulation on the protection of animals at the time of killing*. *Journal of Consumer Protection and Food Safety*, 4: 273-285.

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**Table A1.11: Number of experimental animals covered by Experimental Animals Directive**

Country	Total	Country	Total
France	2,325,398	Hungary	297,209
United Kingdom	1,874,207	Finland	256,826
Germany	1,822,424	Austria	167,312
Greece	926,094	Portugal	41,621
Italy	896,966	Ireland	37,940
Belgium	718,976	Slovakia	23,369
Spain	595,597	Latvia	13,319
Netherlands	531,199	Slovenia	11,991
Sweden	505,681	Lithuania	5,767
Denmark	365,940	Estonia	4,900
Poland	358,829	Luxembourg	4,120
Czech Republic	330,933	Cyprus	967
Grand total	12,117,585		

*Source: Fifth Report on the Statistics on the Number of Animals used for Experimental and other Scientific Purposes in the Member States of the European Union 2007. Data from 2005 (except for 2004 for France, Malta did not use any animals). Of the total, 78% were rodents and rabbits, followed by cold-blooded animals (15%). Birds account for around 5%.*

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**Table A1.12: Comparison of Council Directive 1999/22/EC (Zoos) with Welfare Quality® principles and assessment of level of detail and specificity of requirements in the legislation**

Council Directive 1999/22/EC relating to the keeping of wild animals in zoos							
Welfare Criteria		Welfare Principles	Degree of detail	Specificity of requirement	Provision in Directive	Comments on details	Comments on Specificity
Good feeding	1	Absence of prolonged hunger	low	none	Article 3 "...maintaining... a developed programme of ...nutrition"	Provision of developed programme of nutrition required, no other detail	Diet, feeding frequency or amount not specified
	2	Absence of prolonged thirst	none	none		Does not refer to provision of water/fluids specifically	
Good housing	3	Comfort around resting	low/none	none	Article 3 "accommodating their animals under conditions which aim to satisfy the biological ... requirements of the individual species"	No details provided on housing	
	4	Thermal comfort	none	none		No details on thermal comfort	
	5	Ease of movement	none	none		No details on ease of movement	
Good health	6	Absence of injuries	low/none	none	Article 3 "maintaining a ... developed programme of preventive and curative veterinary care"	No detail given	
	7	Absence of disease	low/none	none	Article 3 "maintaining a ... developed programme of preventive and curative veterinary care"		
	8	Absence of pain	low/none	none	Article 3 "maintaining a ... developed programme of preventive and curative veterinary care"		
Appropriate behaviour	9	Expression of social behaviours	none	none			
	10	Expression of other behaviours	moderate	none	Article 3 "providing species specific enrichment of the enclosures"	No detail on type of enrichment	

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11	Good human animal relationship	none	none
12	Absence of general fear	none	none

**Table A1.13: Estimates of selected categories of wild animals kept in zoos**

<b>Countries</b>	<b>Mammals</b>	<b>Birds</b>	<b>Reptiles</b>	<b>Amphibians</b>	<b>Other</b>	<b>Totals per country</b>
Belgium	1,583	4,649	2,107	576		8,915
Denmark	3,067	2,025	789	788	1,000	7,669
France	11,828	16,497	4,864	436		33,625
Germany	25,435	31,226	7,924	4,083	45,820	114,488
Hungary	2,746	3,639	1,130	609		8,124
Italy	2,145	2,501	14,483	111	142	19,382
Netherlands	6,214	7,348	1,650	1,372	46,032	62,616
Poland	5,217	6,204	2,734	1,994		16,149
Romania	227	1,014	118	15	1,752	3,126
Spain	4,134	9,852	11,621	559		26,166
Sweden	2,399	1,662	559	945	300	5,865
UK	20,839	21,642	3,924	2,752	5,000	54,157
<b>Totals</b>	<b>85,834</b>	<b>108,259</b>	<b>51,903</b>	<b>14,240</b>	<b>100,046</b>	<b>360,282</b>

Source: Zoos and Aquariums of the World. Zoological Society of London. [ed.] Fiona A. Fiskin. 2009; *International Zoo Yearbook*, Vol. 43, pp. 231-393; personal communications with zoo experts from several Member States.

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**Table A1.14: Estimates of the number of pets, dogs and cats in Europe and expenditure on pet supplies**

Country	Total Pets (without fish and reptiles) <sup>1</sup>	Dogs <sup>2</sup>	Cats <sup>2</sup>	Expenditure on pet supplies (mainly food) <sup>1</sup>
	2009	2004	2004	2009
	Million	Million	Million	Million
Austria	2.8	1.6	0.6	€358
Belgium	7.9	2.4	1.7	€549
Czech Republic	5.1	1.5	1.4	
Denmark		0.7	0.6	€236
Estonia		0.3	0.3	
Finland		0.5	0.6	
France	29.7	9.9	8.5	€3,687
Germany	23.3	7.5	5.3	€3,603
Greece	2.7			
Hungary	5.9	1.8	1.9	€258
Ireland		0.3	0.6	€207
Italy	29.1	6.7	6.3	€2,436
Latvia		0.5	0.4	
Lithuania		0.6	0.7	
Netherlands	11.5	3.1	1.7	€861
Poland*	14.9	4.9	8.8	€469
Portugal	3.8	1.0	1.7	€221
Romania		5.1	4.3	

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Slovakia		0.6	0.8	
Spain	19.1	3.3	5.3	€1,147
Sweden		1.6	1.0	€530
United Kingdom	25.5	9.2	6.5	€4,062
<i>Total</i>	<i>181.3</i>	<i>63.0</i>	<i>58.7</i>	<i>€18,624</i>

<sup>1</sup>Source: data from Euromonitor (December 2009 and April 2010) and Industrieverband Heimtierbedarf e.V. (IVH) (Germany 2009, 2010). Reported on Zentralverbund Zoologischer Fachbetriebe ([www.zzf.de/presse/markt](http://www.zzf.de/presse/markt)). Accessed December 2010. All information without guarantees.

<sup>2</sup>Source: data from Masterfoods (2004) reported in: 'The economic importance of companion animals', 2007 by FECAVA (The Federation of European Companion Animal Veterinary Associations). Poland: data for 2000.



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**Table A1.15: Overview of the systems of enforcement of the Zoos Directive in the 12 focus Members States (situation in 2008)**

Country	Inspected by	Licensing regime	State of licensing in 2008	Penalties and evidence of implementation e.g. zoo closures
FR	Department for Veterinary Services	Annual inspections, continual licence.	Licensing in progress	
DE	Local environmental and/or veterinary authorities.	Majority of Laender. Inspection frequency and licence period not specified.	Unknown	
ES	Co-ordinated by the regions. 2 inspectors in each region where Directive enforced. In some regions, qualified people hired to do inspections. In some, authority inspectors are employed. There has been a one day training course provided by Madrid Zoo for future authority inspectors.	Inspection interval varies between regions - in Andalucia, inspected annually, in Madrid, every 6 months. In Cataluña, inspections have not started yet. Inspectors can put forward mandatory changes in practices.	7 regions have licensed or in progress, other regions not started. Certain autonomous communities are not able or willing to implement the Directive, and 11 of these communities have been found non-compliant.	Inspectors have capacity to close establishments. Eight zoos closed between 2002-2008.  In order to comply with Directive, all Spanish Zoos were licensed on a temporary basis but not all zoos have yet been inspected. As a result, the Directive has made no difference to animal welfare in Spain.
UK	Approx 30 inspectors, all zoological experts appointed by government department. Training provided.	Licences valid for 4 yrs for first, then 6 yrs, inspection prerequisite to issue and renewal.	Majority licensed	Seven zoos closed between 2002-2008.
PL	Inspections done at regional level carried out by an official vet.	Inspected at least once and sometimes twice per year.	Majority licensed	Action was taken against a zoo keeping animals in unsuitable enclosure.
IT	Ministry veterinarians. No training provided.	Licence period not specified, inspections "regularly". Animal placement plans in event of closure pre-requisite to licensing.	None licensed	

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NL	Ministry inspectors, and police.	Inspections every 2 yrs, and on demand (in cases of complaint).	All licensed	Zoos that do not comply can only open max. 6 days per year. Can impose fines or close zoo.
SE	21 County administrative boards with inspectors, training provided.	Inspection carried out every 2nd year. Licences valid for max 10 yrs and inspection is a pre-requisite.	All licensed	Licence can be revoked, or part of all of zoo closed.
RO	City or regional Environmental Agency. No zoo keeper training.	Normally inspected by National Guard for Environment annually, and by SVD twice yearly, but inspections can be arranged more frequently in event of non-compliance. Licence is renewed every 5 years. All zoos licensed or will be closed.	Quarter under licensing  There is currently an inadequate level of resources to implement the legislation. However, thought that EU policies have positively impacted on animal welfare by increasing enclosure sizes, restricting animal transfers and introducing captive breeding programmes. All zoos trying to improve (by downsizing species held) but financial constraints.	Where licensed zoos do not meet requirements, they will receive state funding to be able to comply. Seven zoos under closure notice. In cases of non-compliance, corrective measures, fines and warnings have been applied but great emphasis on preventive actions. Zoo closures have occurred and animals have been transferred to better facilities inside or outside Romania.
DK	Danish Veterinary and Food Administration and specialist appointed by Minister of Justice.	Inspections yearly but no licence period specified.	A fifth not licensed	Licence can be withdrawn in case of violation of law. Zoos not meeting requirements can be given the chance to change or close the exhibit.
BE	Inspected by veterinarians from Federal service for citizens health and safety, but no systematic inspection plan.	Tacit licensing system in place - no licence period or mention of inspections.	Half licensed	
HU	Local Environment and Nature Protection Directorates (10 in country).	Inspected every four years, but zoos maintain an almost daily contact with the authorities.	None licensed	Sanctions reported to have low deterrent effect.

Sources: Galhardo, L. *Report on the Implementation of the EU Zoos Directive*. Brussels: Eurogroup for Animals, 2008; Interviews with Member States authorities; Personal communication with Member State zoo experts.

## Annex A2 (Question 2)

*\*\* The evaluators would like to thank the EconWelfare project for sharing its results.*

**Table A2.1: Comparison of farm animal welfare legislation in 12 selected Member States**

	EU	DE	ES	IT	NL	PL	SE	UK	DK	BE	FR	HU	RO
Farm animals	V	++	+	+	+	+	++	++	+	+	+	+	+
Calves	V	++	+	+	++	+p	++	++	++	+	+	+	+
Pigs	V	++	+	+	++	+	++	++	++	+p	+	+	+
Laying hens	V	++	+	+	+p	+	++	+	++	+	+	+	+ <sup>1</sup>
Broilers*	V	+	+	+	+	+	+	+	+	+	+	+	+
Transport	V	+	+	+	+	+	++	+p	+	+	+	+	+
Slaughter	V	++	+	+	+p	+p	++	+p	+	+	+p	+	+
<i>Non EU:</i>													
Dairy Cattle	-	X		-			X	X	X	-			-
Fur animals	-	X		X	X		-	-	X				-

Table adapted and updated from Econwelfare. + Legislation implemented as per EU legislation, p= a few aspects are more precisely regulated, ++ Extra requirements go beyond EU legislation and/or new requirements that are not in EU legislation. X specific national legislation. Blank cell: no information available. \*Council Directive 2007/43 will be transposed in 2010, so no details on Member State legislation available yet.

<sup>1</sup> The FVO asserted (DG(SANCO) 2009-8269-MR) that Article 5 of the Directive on the useable area for birds in alternative systems has not been correctly transposed and consequently, it permits stocking densities 33% higher than intended in certain alternative laying hen premises. Furthermore approximately 31 per cent of the national egg production still originates from non-compliant cages.

**Table A2.2: Comparison of experimental, wild and pet animal welfare legislation in 12 selected Member States**

	EU	DE	ES	IT	NL	PL	SE	UK	DK	BE	FR	HU	RO
Experimental animals	V	++	+	++	++	++	++	++	++	++	++	++	+
Wild animals in Zoos	V	+	+	++	++	+	++	++	+	++	+	++	++
Pet animals	-	X	X	X	X	-	X	X	X	X	X	X	X
General animal cruelty/welfare law	-	X	X	X	X	X	X	X	X	X	X	X	X

+ legislation implemented as per EU legislation, ++ Extra requirements go beyond EU legislation and/or new requirements that are not in EU legislation, X =specific national legislation.

**Table A2.3: Comparison of welfare elements in Member State legislation on zoo animals**

<b>Member State</b>	<b>Year Zoo legislation passed in Member State</b>	<b>Welfare element in legislation?</b>	<b>Welfare measures in national legislation</b>
France	2004	No	Moderate detail on food, housing, health and behaviour, but no species specific details given. Zoos are expected to follow EAZA guidelines.
Germany	2002	No	Legislation implementing the Zoos Directive does not refer to welfare (although there is an Animal Welfare Act in Germany to which the legislation refers). Minimum housing and husbandry standards exist, but are not part of legislation, and are the basis of decisions made by inspectors. These standards are based on guidelines of EAZA and WAZA, and were developed by a working group of zoos, animal welfare organisations, federal representatives and independent experts (mainly on a scientific basis, but some political aspects are reflected). Very little detail on housing, feed, health or behaviour over that specified in the Directive. Each autonomous region has the authority to add provisions to its regional requirements.
Spain	2003	No, but Iberian Association of Zoos and Aquariums has established guidelines that have been adopted by some regions	
Denmark	2003	No	No detail on welfare requirements in national legislation implementing the Zoos Directive, however the Danish Exotic Animal Council will comment and set the required standards, based on EAZA and WAZA expertise, at inspection.
Poland	2004	No	No detail on welfare requirements in national legislation implementing the Zoos Directive but follow EAZA and WAZA guidance.
UK	1981, 2002, 2003, 2003	Yes (5)	Some species group specific guidance, based on the "Five Freedoms" ( <a href="http://www.fawc.org.uk/freedoms.htm">www.fawc.org.uk/freedoms.htm</a> ).
Italy	2005	Yes	Annex to the main implementing law has some detail on housing and behaviour, and good levels of detail on feeding and health, although none is species specific.
Netherlands	2002	Yes	Small amount of detail on feeding, behaviour, housing and health in legislation, but not species specific. EAZA guidelines and those developed by the Dutch Zoo Association are used as basis of guidance and inspections.
Sweden	2002/2003 (amended 2004)	Yes	Specific species group standards including dimensions, locally devised in co-operation with Swedish Association of Zoological Parks and Aquaria.
Romania	2002/2007	Yes. Initial space requirements laid down by the Ministry. Since altered by cooperation with the Romanian Zoo Federation, based on EAZA/WAZA standards and examples from other EU countries	Annex to order on licensing zoos has moderate detail on housing, health, diet and behaviour, with some species specific detail on housing reptiles and amphibians, and minimum sizes for enclosures for birds and mammals.

Belgium	1999	Yes. Including housing and enrichment requirements	Moderately detailed requirements for welfare as regards food, housing, health and behaviour in legislation. Additional legislation provides species-specific detail on housing. Devised by Belgian scientific experts and adopted into legislation.
Hungary	2001 amend 2003	Yes. Based on Act No XXVIII of 1998 which covers zoo animals.	Legislation implementing the Zoos Directive has moderate levels of detail on feeding, health and behaviour and good detail provided in Annex to the legislation on minimum species-specific housing conditions for commonly kept species. Guidelines based on Swiss and German zoo recommendations, modified on advice of Hungarian zoo experts.

Information sources: interviews with Member State representatives (2010), personal communication with national zoo experts (2010), Galhardo, L. Report on the implementation of the EU Zoos Directive. Brussels: Eurogroup for Animals, 2008: Annex II. <http://www.eurogroupforanimals.org/pdf/reportzoos1208.pdf>

EAZA = European Association of Zoos and Aquaria. WAZA= World Association of Zoos and Aquaria.

**Table A2.4: Trends in numbers of laying hens (000) for selected Member States**

	2000	2008	% change
Belgium	12,452	8,905	-28%
Denmark	3,681	3,521	-4%
Germany	50,348	41,323	-18%
Ireland	3,516	3,710	6%
Greece	14,805	12,416	-16%
France	63,600	55,480	-13%
Latvia	1,981	2,223	12%
Lithuania	3,500	4,310	23%
Luxembourg	49	73	50%
Austria	5,215	5,919	13%
Portugal	7,548	8,000	6%
Total (11 Member States)	166,695	145,880	-12%

Source: Eurostat – Data available for 11 Member States for both years 2000 and 2008

**Table A2.5: Production of pigmeat (000te) for selected Member States**

	<b>2000</b>	<b>2008</b>	<b>% change</b>
Belgium	1,055	1,056	0%
Czech Republic	456	336	-26%
Denmark	1,624	1,707	5%
Germany	3,982	5,114	28%
Estonia	30	40	33%
Ireland	230	202	-12%
Greece	141	119	-16%
Spain	2,912	3,484	20%
France	2,318	2,277	-2%
Italy	1,488	1,606	8%
Luxembourg	10	10	-3%
Malta	10	9	-11%
Netherlands	1,623	1,318	-19%
Austria	502	526	5%
Portugal	327	381	17%
Romania	503	455	-10%
Slovenia	38	31	-17%
Slovakia	178	102	-42%
Finland	172	217	26%
Sweden	277	271	-2%
United Kingdom	923	740	-20%
Total (21 Member States)	18,801	20,002	6%

Source: Eurostat – Data available for 21 Member States for both years 2000 and 2008

**Table A2.6: Production of poultry meat (000te) for selected Member States**

	<b>2000</b>	<b>2008</b>	<b>% change</b>
Czech Republic	218	210	-4%
Denmark	197	176	-10%
Germany	763	1,192	56%
Estonia	7	13	83%
Greece	145	172	19%
Spain	977	1,375	41%
Malta	6	5	-18%
Romania	25	343	1256%
Slovenia	52	59	13%
Slovakia	85	78	-8%

Sweden	93	114	22%
United Kingdom	1,514	1,433	-5%
Total (12 Member States)	4,082	5,169	27%

Source: Eurostat – Data available for 12 Member States for both years 2000 and 2008

**Table A2.7: Trends in Use of experimental animals in the EU, 2002 to 2008**

	<b>2002</b>	<b>2008</b>	<b>% change</b>
Belgium	695,091	725,370	4%
Denmark	371,072	297,568	-20%
Germany	2,071,568	2,021,782	-2%
Greece	515,423	28,021	-95%
Spain	262,042	897,859	243%
France	2,212,294	2,328,380	5%
Ireland	52,203	112,835	116%
Italy	924,889	864,318	-7%
Luxembourg	5,320	3,830	-28%
Netherlands	640,930	501,056	-22%
Austria	192,062	220,456	15%
Portugal	44,577	50,888	14%
Finland	644,880	138,600	-79%
Sweden	281,184	484,604	72%
UK	1,817,485	2,266,884	25%
EU15	10,731,020	10,942,451	2%

Source: European Commission (2010) Sixth Report on the Statistics on the Number of Animals used for Experimental and other Scientific Purposes in the Member States of the European Union. COM (2010) 511. Brussels.

European Commission (2005) Commission Staff Working Paper - Report on the Statistics on the Number of Animals used for Experimental and other Scientific Purposes in the Member States of the European Union in the year 2002 (SEC (2005) 45).



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### Annex A3 (Question 3)

**Table A3.1: Overview of EU funding for (terrestrial) farm animal welfare research in the evaluation period**

	Project name	Title	FP	Total awarded grant (€)	From	To
1	CATRA	Minimizing stress inducing factor on cattle during transport and handling to improve animal welfare and meat quality	5	1,800,000	2000	2003
2	Turkey gait disorders	The roles of selection and husbandry in the development of locomotory dysfunction in turkeys	5	691,750	2000	2003
3	Lamecow	A multidisciplinary approach to the reduction in lameness and improvement in dairy cow welfare	5	2,966,110	2002	2006
4	Laywel	Welfare implications of changes in production systems in laying hens	6	553,523	2004	2005
5	Welfare Quality®	Science and society improving animal welfare in the food quality chain	6	14,600,000	2004	2009
6	Dialrel	Religious slaughter: dialogue and debate on issues of welfare, legislation and socioeconomic aspects	6	800,580	2006	2010
7	Pigcas	Attitudes, practices and state of the art regarding pig castration in Europe	6	100,000	2007	2008
8	EAWP	Establishment of an information platform on the protection and welfare of animals	7	992,105	2008	2011
9	ECONWELFARE	Good animal welfare in a socio-economic context:	7	998,554	2008	2011
10	Fair	Consumer concerns about animal welfare and the impact on food choice	Fair	700,000	1998	2001
11	Action 846	Measuring and monitoring farm animal welfare	Cost	120,000	2000	2006
12	Action 848	Research in rabbits: develop healthy and safe production in respect with animal welfare	Cost	30,000	2000	2005
13	BBP	Broiler breeding production solving a paradox	5	1,510,000	2001	2004
14	Quality pork genes	New gene tools to improve pig welfare and quality of pork	5	2,194,816	2001	2004
15	Mastitis resistance	New breeding tools for improving mastitis resistance in European dairy cattle	5	2,040,000	2002	2006
16	SAFO	Sustaining Animal Health and Food Safety in Organic Farming	5	750,096	2003	2006
17	Eadgene	European animal disease genomics network of excellence for animal health and food safety	5	11,520,000	2004	2010

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18	Code EFABAR	Code of good practice for farm animal breeding and reproduction organizations	6	300,000	2004	2005
19	PCVD	Studies on the epidemiology, early pathogenesis and control of Porcine Circovirus Diseases (PCVDs)	6	3,450,000	2004	2009
20	Sabre	Cutting edge genomics for sustainable animal breeding	6	13,900,000	2006	2010
21	Q-PORKCHAINS	Improving the quality of pork and pork products for the consumer	6	14,500,000	2007	2011
<b>Total funding for all projects</b>				<b>74,517,534</b>		
<b>Total funding for projects with major animal welfare focus (projects 1-12)</b>				<b>24,352,622</b>		

Note: Four projects (Welfare Quality®, Dialrel, PCVD and Paratbtools) had project partners from third countries. Sources: Project websites; [http://cordis.europa.eu/home\\_en.html](http://cordis.europa.eu/home_en.html); <http://ec.europa.eu/research/index.cfm>; <http://www.cost.esf.org/>

**Table A3.2: Overview of EU funding for aquaculture animal welfare research in the evaluation period**

	<b>Project name</b>	<b>Title</b>	<b>FP</b>	<b>Total awarded grant (€)</b>	<b>From</b>	<b>To</b>
1	Stunfishfirst	Development of prototype equipment for humane slaughter of farmed fish in industry	6	915,024	2005	2006
2	Fastfish	On farm assessment of stress level in fish	6	1,100,000	2006	2008
3	Benefish	Evaluation and modelling of benefits and costs of fish welfare interventions in European Aquaculture	6	1,260,000	2007	2010
4	WELLFISH	Welfare of fish in European aquaculture	Cost	120,000	2005	2011
5	Aquafirst	Combined genetic and functional genomic approaches for stress and disease resistance marker assisted selection in fish and shellfish	6	3,800,000	2004	2008
6	Wealth	The modernisation and sustainability of fisheries policies	6	2,540,000	2004	2007
7	Consensus	Multi-stakeholder platform for sustainable aquaculture in Europe	6	1,450,000	2005	2008
8	Eurocarp	Disease and stress resistant common carp; combining quantitative, genomic, proteomic and immunological makers to identify high performance strains, families and individuals	6	1,090,000	2006	2008
<b>Total funding for all projects</b>				<b>12,275,024</b>		
<b>Total funding for projects with major animal welfare focus (projects 1-4)</b>				<b>3,395,024</b>		

Sources: Project websites; [http://cordis.europa.eu/home\\_en.html](http://cordis.europa.eu/home_en.html); <http://ec.europa.eu/research/index.cfm>

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**Table A3.3: Overview of EU funding for Alternative Safety Testing Strategies in the evaluation period**

	<b>Project name</b>	<b>Title</b>	<b>FP</b>	<b>Total awarded grant (€)</b>	<b>From</b>	<b>To</b>
1	Predictonomics	Short term in vitro assays for long term toxicity	6	2,259,754	2004	2007
2	CONAM	Consensus networking on alternatives in Europe	6	150,000	2004	2007
3	Reprotect	Development of novel approach in hazard and risk assessment/ reproductive toxicity by in vitro, tissue and sensor technologies	6	9,100,000	2005	2009
4	Sen-it-iv	Aims to develop non-animal test to assess allergenic potential of compounds (lung sensitivity)	6	10,999,700	2005	2010
5	ACuteTox	Aims to develop in vitro testing strategy for human acute systematic toxicity	6	9,000,000	2005	2009
6	EXERA	Development of 3D in vitro models of estrogen-reporter mouse tissues for NR-lcs	6	2,173,492	2005	2010
7	TOXDROP	Cell on Chip technology to screen chemical toxicity within tiny nanodrops of culture fluid	6	1,615,888	2005	2006
8	Carcinogenomics	Develop in vitro methods to assess chemical genotoxicity and carcinitoxicity as an alternative to chronic rodent bio-assays	6	10,440,000	2006	2011
9	VITROCELLOMICS	Reduce animal experimentation in preclinical predictive drug testing by human hepatic in vitro models derived from embryonic stem cells	6	2,940,000	2006	2009
10	EUPRIM-NET	Co-ordinate activity of non-human primate centres	6	4,800,000	2006	2010
11	MEMTRANS	Membrane transporters: in vivo models for study of their role in drug use	6	1,900,000	2006	2009
12	INVITROHEART	Reduce animal experimentation in drug testing by human cardiomyocyte in vitro models derived from embryonic stem cells	6	2,701,611	2007	2009
13	LIINTOP	Liver and intestine in vitro models	6	2,933,291	2007	2009
14	ARTEMIS	In vitro neural tissue system for replacement of transgenic animals with memory/learning disorders	6	1,984,000	2007	2010
15	COMICS	Comet assay and cell array for fast and efficient genotoxicity testing	6	3,189,385	2007	2010
16	SCARLET	Experts workshop on mutagenicity and carcinogenicity	6	112,840	2007	2008

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17	ForInViTox	Forum for researchers and regulators to meet manufacturers of toxicology test methods	6	288,850	2007	2009
18	InVitToPharma	Workshop on need for in vitro toxicity tests	6	578,000	2007	2008
19	OSIRIS	Testing strategies involving in vitro test methods and non-testing alternatives	7	10,000,000	2007	2011
20	Predict-iv	Aims to use in vitro approach plus in silico modelling to predict toxicity prior to pre-clinical animal testing	7	11,330,907	2008	2013
21	ESNATS	Develop cell based alternatives to be used in drug development and evaluation of toxicity in clinical studies	7	11,895,577	2008	2012
22	NanoTEST	Development of methods for alternative testing strategies for toxicological profile of nano-particles used in medical diagnosis	7	3,933,271	2008	2011
23	OpenTox	Development of QSARS	7	2,975,360	2008	2011
24	STARP-UP	Scientific and technological issues in 3Rs alternatives research in drug development and Union politics	7	317,984	2008	2010
<b>Total funding</b>				<b>107,619,910</b>		

See also: Commission Progress Report on Alternative Testing Strategies 2009 <http://cordis.europa.eu/documents/documentlibrary/106691831EN6.pdf>

**Table A3.4: EFSA scientific opinions on the welfare of animals adopted during the evaluation period of 2000-2008**

<b>Subject of Scientific Opinion (besides welfare aspects)</b>	<b>Animal species</b>	<b>Year</b>
Castration	Piglets	2004
Transport	Farm animals including fish and horses	2004
Microclimate in vehicle during transport	Pigs, cattle, sheep and goats	2004
Housing systems	Laying hens	2004
Stunning and killing	Cattle, sheep, pigs, poultry, horses and farmed fish	2004
Housing systems	Farmed rabbits	2005
Housing systems (space allowance and floor types)	Pigs	2005
Biology and welfare	Experimental animals	2005
Stunning and killing	Farmed deer, goats, rabbits ostriches, ducks, geese	2006

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Intensive housing	Calves	2006
Tail biting	Pigs	2007
Housing and husbandry	Boars, sows, piglets	2007
Housing and husbandry	Fattening pigs	2007
Stunning and killing	Seals	2007
Welfare (5 separate opinions)	Fish (Salmon, Trout, Eel, Sea Bass-Sea Bream, Carp)	2008

*Source: <http://www.efsa.europa.eu/> Ribó O. & Serratos, J. (2009). History and procedural aspects of the animal welfare risk assessment at EFSA. In: Welfare of Production Animals: assessment and management of risks. Eds. Smulders, F. & Algers, B., Wageningen Academic Publishers. Pp 305-335. Serratos, J. & Ribó O. (2009). International context and impact of EFSA activities in animal welfare in the European Union. In: Welfare of Production Animals: assessment and management of risks. Eds. Smulders, F. & Algers, B., Wageningen Academic Publishers. Pp 275-303.*

### Annex A11 (Question 11)

**Table A11.1: Data on farm inspections reported to the Commission by 10 selected Member States for 2008**

	Laying Hens			Pigs			Calves			Other Species		
	A	B	C	A	B	C	A	B	C	A	B	C
Belgium	349	198	57	7242	599	8	317	70	22	50886	1358	3
Denmark	311	101	32	11442	384	3	22424	679	3	36983	1047	3
France	2227	223	32	24292	585	2	214769	831	<1	456419	3589	<1
Germany	42490	2968	7	111521	6204	6	131273	7793	6	456398	21821	5
Hungary	559	522	93	31460	2357	7	7509	1963	26	8649	N/A	N/A
Italy	1626	843	52	33497	3450	10	50697	5942	12	83882	13484	16
Netherlands	1198	463	39	2844	973	34	8249	1168	14	N/A	1853	N/A
Romania	131	159	121	281	271	96	171	123	72	187	394	210
Poland*	10129	1199	12	539542	20286	4	376014	10631	3	633312	23001	4
Spain	1391	219	16	160674	2552	2	103379	1307	1	362835	22605	6
UK	5103	341	7	37102	533	1	1777	1043	59	122338	4126	3
<b>Total (10 Member States, excludes</b>	<b>55385</b>	<b>6037</b>		<b>420355</b>	<b>17908</b>		<b>540565</b>	<b>20919</b>		<b>1578577</b>	<b>70277</b>	

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**Poland)**

A= Number of holdings (total for laying hens, calves and pigs = 1,016,305)

B= Number of Inspections (total for laying hens, calves and pigs = 44,864)

C= Percentage of holdings inspected

Note that data for Poland were excluded. Totals for other species are incomplete

Source : data provided to DG SANCO by Member States

**Table A11.2: Data on transport inspections reported to the Commission by 11 selected Member States for 2008 (\* indicates 2007 data)**

	During transport by road	At place of destination	At markets	At place of departure	At staging points	At transfer points	Total	Document checks
Austria	1226	112804	0	8322	0	0	122352	43791*
Belgium	151	20418	3069	0	0	0	23638	23487
Bulgaria	798	4909	24	192	6	40	5969	1883
Cyprus	0	76	0	48	0	12	136	129
Czech Republic	5	213890	0	1799	187	7	215888	2287
Denmark	1741	181	100	0	0	0	2022	4508
Estonia	0	6144	0	877	0	0	7021	5889
Finland	34	286	0	8	0	0	328	n/a
France	569	3447	3502	706	6	135	8365	1249
Germany	878	262823	18061	70010	2205	1717	355694	101087
Greece	567	1988	0	3876	0	18	6449	5751
Hungary	5352	54215	1762	114882	1095	11933	189239	120892
Ireland	n/a	n/a	n/a	n/a	n/a	n/a	4445*	n/a
Italy	1232	150162	5355	9536	2344	174	168803	128233
Latvia	21	459	5	335	0	0	820	820
Lithuania	63	538	8	2011	0	0	2700	2700

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Luxembourg	9	0	0	0	0	0	9	9
Malta	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Netherlands	3253	4231	347	93	0	0	7924	8769
Poland	29905	277791	19567	19813	1323	0	348399	323104
Portugal	1	3643	1	8	0	64	3717	n/a
Romania	275	493	682	1622	0	0	3072	2208
Slovakia	113	4008	10	2667	1	0	6799	1540
Slovenia	283	2806	143	6893	0	0	10125	10125
Spain	392	509	652	509	17	0	2079	2119
Sweden	34	80	6	142	1	0	263	n/a
UK	8042	12745	88826	5275	6	18	114912	5121
<b>Total (11 Member States)</b>	<b>54,944</b>	<b>1,138,646</b>	<b>142,120</b>	<b>249,624</b>	<b>7,191</b>	<b>14,118</b>	<b>1,606,723</b>	<b>761,910</b>

*Source: data provided to DG SANCO by Member States*



## Annex 6 Endnotes

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<sup>1</sup> Hereafter referred to as “the Farm Animals Directive”

<sup>2</sup> Directive 2008/120/EC, hereafter “the Pigs Directive”.

<sup>3</sup> Directive 2008/119/EC, hereafter “the Calves Directive”.

<sup>4</sup> Directive 1999/74/EC, hereafter “the Laying Hens Directive”.

<sup>5</sup> Directive 2007/43/EC, hereafter “the Broilers Directive”.

<sup>6</sup> Regulation (EC) No 1/2005 protection of animals during transport, hereafter “the Transport Regulation”.

<sup>7</sup> Directive 93/119/EC, hereafter “the Slaughter Directive”.

<sup>8</sup> Regulation EC No 1099/2009, hereafter “the new Slaughter Regulation”.

<sup>9</sup> Which replaced Regulation (EC) No 1782/2003 on common rules for direct support schemes and establishing the cross compliance system whereby CAP payments are reduced or in the most severe cases even completely withdrawn if beneficiaries do not respect EU legislation.

<sup>10</sup> Whereby payment of the refund for exporters of live bovine animals is subject to compliance with EU legislation concerning animal welfare.

<sup>11</sup> Support for rural development, which contains a specific measure to compensate farmers for applying measures in the framework of national rural development programs that go further than the minimum requirements.

<sup>12</sup> Regulation (EC) No 834/2007.

<sup>13</sup> Regulation (EC) No 889/2008 and (EC) No 710/2009.

<sup>14</sup> Directive 89/609/EEC, hereafter “the Experimental Animals Directive”.

<sup>15</sup> COM(2008)543.

<sup>16</sup> Directive 76/768/EEC, hereafter “the Cosmetics Directive”. This Directive ensures the free circulation of cosmetic products in the internal market and the safety of cosmetic products placed on it. The 6th amendment and 7th amendment are relevant for animal welfare. The ‘6th amendment’ introduced the principle of a marketing ban in relation to tests on animals. The ‘7th amendment’ provided more detailed provisions on the phasing out of animal testing. It introduces new provisions related to non-animal testing of cosmetic finished products and ingredients. In particular, it establishes a prohibition to test finished cosmetic products and cosmetic ingredients on animals (testing ban), and a prohibition to market in the EU, finished cosmetic products and ingredients included in cosmetic products which were tested on animals (marketing ban).

<sup>17</sup> Regulation (EC) No 1907/2006 concerning the Registration, Evaluation, Authorisation and Restriction of Chemicals (REACH), hereafter “the REACH Regulation”.

<sup>18</sup> Directive 91/414/EEC concerning the placing of plant protection products on the market, harmonises the Regulation of plant protection products in the EU. The procedure for placing products on the market requires several tests on experimental animals, but the Directive also states the aim to limit the duplication of testing on vertebrate animals and highlights the need to reach agreement on the sharing of information so as to avoid the duplication of animal testing

<sup>19</sup> An important piece of secondary legislation in the field of animal experimentation is Directive 2004/10/EC on the harmonisation of laws, regulations and administrative provisions relating to the application of the principles of good laboratory practice and the verification of their applications for tests on chemical substances. The Directive states that the number of experiments conducted on animals should be restricted and that by using standard and recognised methods the number of experiments in this area can be reduced.

<sup>20</sup> Decision No 1982/2006/EC concerning the Seventh Framework Programme of the European Community for research, technological development and demonstration activities (2007-2013). The Decision on FP7 makes explicit reference to the need for research activities to reduce the use of animals in research and testing. Ethics Reviews have become an integral component of research proposal evaluation undertaken by the European

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Commission. All research applications that have been pre-selected for funding in the FP7 and raise ethical issues must be submitted to an ethics review. Reviewing research projects on ethical grounds at the EU level is a legal requirement under FP7.

<sup>21</sup> Regulation (EC) No 1523/2007

<sup>22</sup> Regulation (EC) No 1007/2009

<sup>23</sup> Regulation (EEC) No 3254/91

<sup>24</sup> Council Decision of 26 January 1998

<sup>25</sup> Directive 1999/22/EC, hereafter “the Zoos Directive”.

<sup>26</sup> ETS 087

<sup>27</sup> ETS 102

<sup>28</sup> ETS 65

<sup>29</sup> <http://www.fao.org/ag/againfo/themes/animal-welfare/en/>

<sup>30</sup> Regulation (EC) No 710/2009

<sup>31</sup> Regulation (EC) 1235/2008

<sup>32</sup> Council Decision 1999/575/EC

<sup>33</sup> European Convention for the protection of vertebrate animals used for experimental and other scientific purposes 1986, ETS 123

<sup>34</sup> 2007/526/EC

<sup>35</sup> “ICCR” multilateral cooperation among Canada, the EU, Japan and the US

<sup>36</sup> ICATM, April, 2009

<sup>37</sup> Council Regulation (EC) No. 338/97 on the protection of species of wild fauna and flora by regulating trade therein

<sup>38</sup> Commission Regulation (EC) No 865/2006 laying down detailed rules concerning the implementation of Council Regulation (EC) No 338/97 on the protection of species of wild fauna and flora by regulating trade therein.

<sup>39</sup> DG Agriculture (2009) *Agriculture in the European Union - Statistical and Economic Information 2009*.

<sup>40</sup> Based on EU average of €100,000 annual expenditure on R&D per person employed - Eurostat (2009) R&D expenditure in the EU27 stable at 1.85% of GDP in 2007. News Release, [http://epp.eurostat.ec.europa.eu/cache/ITY\\_PUBLIC/9-08092009-AP/EN/9-08092009-AP-EN.PDF](http://epp.eurostat.ec.europa.eu/cache/ITY_PUBLIC/9-08092009-AP/EN/9-08092009-AP-EN.PDF)

<sup>41</sup> FEDIAF <http://www.fediaf.org/the-european-pet-food-industry/facts-figures/>), accessed December 2010.

<sup>42</sup> Eurostat data

<sup>43</sup> Eurostat data

<sup>44</sup> French Assemblée Nationale report on la filière canine (the French dog sector), 2009, author: C. Vautrin. Data extrapolated from: 45,000 employed in the French pet sector; 13,500 veterinarians for pets and 5,000 dog breeders) and 29.7 million pets in France and 191 million pets in Europe.

<sup>45</sup> French Assemblée Nationale report on la filière canine (the French dog sector), 2009, author: C. Vautrin. Data extrapolated from: 45,000 employed in the French pet sector; 13,500 veterinarians for pets and 5,000 dog breeders) and 29.7 million pets in France and 191 million pets in Europe.

<sup>46</sup> FVE (Federation of Veterinarians of Europe). Estimate consists of approx. 48,000 small animal practitioners and approx. 30,000 mixed practitioners.

<sup>47</sup> Verband für das Deutsche Hundewesen, Geschäftsbericht zum Jahr 2009. [http://www.vdh.de/tl\\_files/media/pdf/VDH\\_Geschaeftsbericht\\_2009.pdf](http://www.vdh.de/tl_files/media/pdf/VDH_Geschaeftsbericht_2009.pdf) Accessed December 2010

<sup>48</sup> Verband für das Deutsche Hundewesen, Geschäftsbericht zum Jahr 2009.

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[http://www.vdh.de/tl\\_files/media/pdf/VDH\\_Geschaeftsbericht\\_2009.pdf](http://www.vdh.de/tl_files/media/pdf/VDH_Geschaeftsbericht_2009.pdf) Accessed December 2010

<sup>49</sup> FECAVA (The Federation of European Companion Animal Veterinary Associations) Report: The economic importance of companion animals (2007). Some values were converted to euros.

<sup>50</sup> FECAVA (The Federation of European Companion Animal Veterinary Associations) Report: The economic importance of companion animals (2007). Some values were converted to euros.

## Question 1

<sup>51</sup> There is increasing evidence from some species of fish, cephalopods and decapod crustaceans of substantial perceptual ability, pain and adrenal systems, emotional responses, long- and short-term memory, complex cognition, individual differences, deception, tool use, and social learning. Broom, D.M. (2007) Cognitive Ability and Sentience: Which Aquatic Animals should be Protected? *Diseases of Aquatic Organisms*, 75 (2). pp. 99-108.

See also: Advocates for Animals (2005) *Cephalopods and Decapod Crustaceans. Their Capacity to Experience Pain and Suffering*.

<sup>52</sup> Duncan I.J.H. and Fraser D. (1997) Understanding Animal Welfare. In: *Animal Welfare*. M.C. Appleby and B.O. Hughes (Eds.) CAB International, Wallingford, U.K., pp. 19-31.

Nordenfelt L. (2009), The concept of animal welfare: a philosopher's view. In: *Welfare of production animals: assessment and management of risks*. Book series: Food Safety Assurance and Veterinary Public Health. Eds: F.J.M. Smulders, B. Algers. pp. 29-44.

<sup>53</sup> Scientific Veterinary Committee Animal Welfare Section (1996) *The Welfare of Laying Hens*. European Commission Report nr Doc VI/B/II.2. [http://ec.europa.eu/food/fs/sc/oldcomm4/previous\\_en.html](http://ec.europa.eu/food/fs/sc/oldcomm4/previous_en.html)

Blokhuis, H.J., Fiks van Niekerk, T., Bessei, W., Elson, A., Guemene, D., Kjaer, J.B., Maria Levrino, G.A., Nicol, C.J., Tauson, R., Weeks, C.A., and Van de Weerd, H.A. (2007) The LayWel Project: welfare implications of changes in production systems for laying hens. *World's Poultry Science Journal* 63. pp.101-114

<sup>54</sup> Wageningen University (2008) Summary of Outcomes of Research into the State of Animal Welfare for the Dutch Ministry of Agriculture, Nature and Food Quality. From: Dutch Memorandum on Animal Welfare.

<sup>55</sup> EFSA (2009) Scientific Opinion of the Animal Health and Welfare Panel on the overall effects of farming systems on dairy cow welfare and disease. <http://www.efsa.europa.eu/en/scdocs/scdoc/1143.htm>.

<sup>56</sup> Final report (2009) of WEALTH FP6 Project: Welfare and health in sustainable aquaculture. <http://wealth.imr.no/wealth>.

<sup>57</sup> Butterworth, A. (2009), Animal Welfare Indicators and their use in Society. In: *Welfare of Production Animals: Assessment and Management of Risks*. Book Series: Food Safety Assurance and Veterinary Public Health. Eds: F.J.M. Smulders, B. Algers. pp. 371-390.

<sup>58</sup> Blokhuis, H.J., Jones, R.B., Geers, R., Miele, M. and Veissier, I. (2003) Measuring and Monitoring Animal Welfare: Transparency in the Food Product Quality Chain. *Animal Welfare* 12. pp. 445-455.

<sup>59</sup> Farm Animal Welfare Council, [www.fawc.org.uk/freedoms.htm](http://www.fawc.org.uk/freedoms.htm)

<sup>60</sup> The Directive provides for a feedback mechanism between delivery agents and the producer, thus allowing well-managed farms to operate to higher stocking rates if they can demonstrate that bird welfare is not compromised.

<sup>61</sup> Manteca, X., Velarde, A., Jones, B. (2009). Animal welfare components. In: *Welfare of Production Animals: assessment and management of risks*. Eds. Smulders, F. & Algers, B., Wageningen Academic Publishers. pp 61-77

<sup>62</sup> This includes broiler chickens. Although the legislation is currently being implemented by Member States, it was accepted within the evaluation period.

<sup>63</sup> This does not include Transport Regulation 1/2005 or Slaughter Regulation (EC) No 1099/2009, which cover the same groups of animals covered by specific directives, as well as others. Estimates are that about 340 million

red meat farm animals and billions of poultry are transported by road every year, and similar numbers are slaughtered.

<sup>64</sup> They are covered by Directive 98/58/EC concerning the protection of animals kept for farming purposes, but this only sets out general rules for the protection of animals kept for the production of food, wool, skin or fur or for other farming purposes, including fish, reptiles or amphibians.

<sup>65</sup> Transports of live animals cause much distress. It is important for animals to have sufficient floor space, to stand up or lie down and to be able to eat and drink during their journey. Loading and unloading affect animal welfare as do stocking density and ventilation. Summary of outcomes of research into the state of animal welfare by Wageningen University for the Dutch Ministry of Agriculture, Nature and Food Quality. From: Dutch Memorandum on Animal Welfare (2008).

<sup>66</sup> The views in the next section are based on the following:

- Interviews with Animals Angels, FVE, and the European Livestock Transporters group (ELT).
- Animals' Angels reports: 1) Animal welfare problems inherent in long-distance transports (Italy 2006-2008); 2) Compilation report on long distance transport of unweaned animals (2008); 3) Compilation report on "dairy" cows (2007-2008); 4) Summary of the enforcement deficiencies in Spain with regard to transport from Spain to Italy (2007); 5) Lamb transports. Insufficient ceiling height (2010); 6) Revision of Council Regulation EC 1/2005. Submission by Animals' Angels.
- FVE (2001). Federation of Veterinarians of Europe Position Paper: *Transport of Live Animals*.
- World Horse Welfare (2008). *Transportation Dossier of Evidence. World Horse Welfare's campaign to end the long-distance transportation of horses to slaughter in Europe*.

<sup>67</sup> A UK project reviewed the scientific literature to determine the range and acceptable limits for thermal loads to which horses, sheep, pigs, cattle, calves and goats may be exposed during commercial transportation. This included reviewing previous scientific reports that reported on this subject from SCAHAW and EFSA (see below). One of the main conclusions of the UK project was the absence of sound scientific data defining the acceptable thermal limits for different ages of each species. Defra (2008) *A review to appraise the evidence for acceptable temperature envelopes for pigs, sheep, cattle, goats and horses during transport* (AW0939).

SCAHAW (2002) *The welfare of animals during transport (details for horses, pigs, sheep and cattle)*. Report of the Scientific Committee on Animal Health and Animal Welfare

EFSA (2004) *The welfare of animals during transport*. Scientific Report of the Scientific Panel on Animal Health and Welfare on a request from the Commission related to the welfare of animals during transport).

<sup>68</sup> Research within the UK on the impact of the Transport Regulation showed that there has been a good uptake of people achieving their Certificate of Competence to transport livestock. Possession of this Certificate also increased the awareness of the Transport Regulation, but the knowledge of particular requirements was found to be relatively poor. Defra project AW0942 (2010) *Study to assess the impact of legislation to improve the welfare of animals during transport*. However, industry representatives from Denmark state that it is still too early to assess the impact of training and uptake of certificates on welfare.

<sup>69</sup> European Food Safety Authority (2004) Welfare aspects of animal stunning and killing methods. <http://www.efsa.europa.eu/en/scdocs/doc/45ax1.pdf>

European Food Safety Authority (2006) The welfare aspects of the main systems of stunning and killing applied to commercially farmed deer, goats, rabbits, ostriches, ducks, geese and quail. Available at <http://www.efsa.europa.eu/en/scdocs/doc/326ax1.pdf>

<sup>70</sup> For example, Mink, which are primarily killed by the gas method, are semi-aquatic and highly evolved physiologically to hold their breath. They are able to detect a lack of oxygen in their blood and are prone to hypoxia, which means that they can suffer significantly during gassing.

<sup>71</sup> For example, NGOs have tried to use freedom of information legislation to gain insight into anonymous information on animal use, but this has been strongly argued against by the research community.

<sup>72</sup> The Sixth Statistical Report (published 2010) contains data on animal use for 2008 (except for France, 2007) from all 27 Member States. The total number of animals used in 2008 was 12.0 million. The number of animals

used in the new Member States that joined in 2008 (Bulgaria and Romania) represent not even 1% of the total number of animals used in the EU 27. Thus, there was an overall decrease in animal use of more than 116,500 animals compared to 2005. [http://ec.europa.eu/environment/chemicals/lab\\_animals/pdf/sec\\_1107.pdf](http://ec.europa.eu/environment/chemicals/lab_animals/pdf/sec_1107.pdf)

<sup>73</sup> The Fifth Statistical Report (published in 2007), contained data on animal use for 2005 (except for France, 2004) from 25 EU Member States, including the 10 Member States which joined the EU in 2004. The total number of animals used in 2005 was 12.1 million, see Table A2.1. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2007:0675:FIN:EN:PDF>

<sup>74</sup> A widely recognised framework on the use of laboratory animals first described by Russell W.M.S, Burch R. (1959). *The Principles of Humane Experimental Technique*. London: Methuen & Co. Ltd. [Reissued: 1992, Universities Federation for Animal Welfare, Herts, England.]

<sup>75</sup> Generally acknowledged by the European Commission and addressed by the revision of the Directive.

<sup>76</sup> Final text accepted in September 2010, legislation into force in 2013.

<sup>77</sup> Legislation will now also include specific invertebrate species (cephalopods), mammalian fetuses from the last trimester of their development, as well as animals used for the purposes of basic research, education and training.

<sup>78</sup> Opinion of the EFSA Scientific Panel on Animal Health and Welfare (AHAW) on a request from the Commission related to the aspects of the biology and welfare of animals used for experimental and other scientific purposes, 14 November 2005

<sup>79</sup> The concern from citizens about the use of dogs and cats is illustrated by an opinion poll in which EU citizens said they thought the revised Directive should prohibit experiments that cause pain or suffering to dogs (77% of citizens polled) and cats (73% of citizens polled). ECEAE/YouGov opinion poll carried out in 2009 in six EU Member States (UK, France, Germany, Italy, Sweden and the Czech Republic) by polling company YouGov. See [http://www.eceae.org/a1\\_poll.php](http://www.eceae.org/a1_poll.php)

<sup>80</sup> Zoos are defined as “all permanent establishments where animals of wild species are kept for exhibition to the public for 7 or more days a year...”

<sup>81</sup> United Nations (1992) *Convention on Biological Diversity*. International Environmental Law - Multilateral Treaties. 05 June 1992. Vol. 992:42 01/043.

<sup>82</sup> Rees, P.A. (2005) The EC Zoos Directive: A Lost Opportunity to Implement the Convention on Biological Diversity. *Journal of International Wildlife Law & Policy*, Vol. 8, pp. 51-62.

<sup>83</sup> Rees P.A. (2005) Will the EC Zoos Directive increase the conservation value of zoo research? *Oryx*, Vol. 39, pp. 128-131.

<sup>84</sup> The European Association of Zoos and Aquaria (EAZA) and the World Association of Zoos and Aquariums (WAZA) are international zoo membership organisations that require zoos to meet certain standards in animal welfare as a requirement of membership. See for example:

- EAZA European Association of Zoos and Aquaria. Minimum Standards for the Accommodations and Care of Animals in Zoos and Aquaria. s.l. EAZA, 1994, 2006, 2008.

- WAZA World Association of Zoos and Aquariums. Code of Ethics & Animal Welfare. 1999, 2002.

<sup>85</sup> See also Section 3.2 for details on welfare requirements in zoo legislation in Member States.

<sup>86</sup> See also: Galhardo, L. (2008) *Report on the Implementation of the EU Zoo Directive*. Brussels: Eurogroup for Animals; Animal Welfare Excellence in Europe (2010). ENDCAP report.

<sup>87</sup> Comprehensive data on numbers of individual animals in European zoos is, for the majority of Member States, unavailable even to the relevant national zoo associations. Some figures are published annually however there is no obligation for zoos to contribute numbers and the data is obviously deficient for some countries.

<sup>88</sup> Born Free Foundation. EndCap background - Born Free Foundation. [accessed July 2010] [www.bornfree.org.uk/campaigns/zoo-check/endcap/endcap-background/](http://www.bornfree.org.uk/campaigns/zoo-check/endcap/endcap-background/)

<sup>89</sup> ENDCAP - Zoos and Aquaria. [accessed September 2010] <http://www.endcaptive.org/index.php?option=content&task=view&id=18>.

<sup>90</sup> Interviews with ECA and ENDCAP (Bornfree Foundation). There are believed to be around 90 elephants in circuses in Germany, and approximately 400 big cats in French circuses alone. See: <http://www.endcaptivity.org/index.php?option=content&task=view&id20>

<sup>91</sup> Regulation 1739/2005 laying down animal health requirements for the movement of circus animals between Member States. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2005:279:0047:0062:EN:PDF>

<sup>92</sup> This legislation is aimed at animal disease control, setting up a system where circuses must register with the national authority in their home country, and are given passports for each of their animals and venue registers to record data prior to leaving the home country and crossing the border into another Member State.

<sup>93</sup> However, research done in several Dutch circuses ([Link](#)) showed that not all animals complied with these requirements.

<sup>94</sup> UK Circus Working Group (2007) [Link](#).

<sup>95</sup> Dutch report on the welfare of non-domesticated animals in circuses, 2009. [Link](#)

<sup>96</sup> The ECA stated that the European Commission has confirmed that the Transport Regulation does not apply to circuses.

<sup>97</sup> The evaluation team found limited information and feedback on these issues. The views expressed here are from only a few animal welfare NGOs dealing with wildlife.

<sup>98</sup> Directive 83/129/EEC concerning the importation into Member States of skins of certain seal pups and products derived therefrom.

<sup>99</sup> Regulation EEC No 3254/91 prohibiting the use of leghold traps in the Community and the introduction into the Community of pelts and manufactured goods of certain wild animal species originating in countries which catch them by means of leghold traps or trapping methods which do not meet international humane trapping standards.

<sup>100</sup> [Agreement](#) with Russia and Canada.

<sup>101</sup> [Agreed Minutes](#) with US.

<sup>102</sup> This issue is complicated as many animals are also caught for environmental management reasons. For example, over 1 million muskrats believed to be trapped in Germany and the Netherlands per year.

<sup>103</sup> [Proposal for a Directive](#) COM (2004)532.

<sup>104</sup> [www.fediaf.org/the-european-pet-food-industry/facts-figures/](http://www.fediaf.org/the-european-pet-food-industry/facts-figures/) Accessed December 2010.

<sup>105</sup> Breeding of pedigree dogs and cats is intended to produce animals with distinctive external characteristics. However, this form of selective breeding results in health and welfare problems such as drooping eyelids, breathing difficulties due to short snouts, excessive skin folds and fertilisation and births of dogs that can no longer occur naturally. See for example: Bateson P. (2010). Independent Inquiry into dog breeding. University of Cambridge. <http://dogbreedinginquiry.com/> or Leroy G. and Baumung R. (2010) Mating practices and the dissemination of genetic disorders in domestic animals, based on the example of dog breeding. Animal Genetics. Article published online 26 May 2010. DOI: 10.1111/j.1365-2052.2010.02079.x.

<sup>106</sup> International Fund for Animal Welfare (IFAW) 2010. The Puppy Files. An investigation into the illegal trade of puppies from Eastern Europe to the Netherlands and beyond. [http://www.ifaw.org/ifaw\\_united\\_states/publications/program\\_publications/help\\_dogs\\_cats.php](http://www.ifaw.org/ifaw_united_states/publications/program_publications/help_dogs_cats.php).

<sup>107</sup> Regulation (EC) No 1523/2007 banning the placing on the market and the import to, or export from, the Community of cat and dog fur, and products containing such fur.

<sup>108</sup> Online consultation question 13. The number of respondents was around 7,400 for each of the statements.

<sup>109</sup> Welfare issues in aquaculture have received an increasing amount of attention from the EU, through EFSA opinions on fish welfare and through research funding. See Section 3.3 for details.

<sup>110</sup> The cloning of animals for food production was also mentioned. Some NGOs would like to see a ban on the sale of imported food products from cloned animals and their offspring.

<sup>111</sup> Such as the functioning of the internal market and the Common Agricultural Policy (see: [Treaty of Lisbon](#)).



<sup>112</sup> Committee on Agriculture and Rural Development (2010). Report on evaluation and assessment of the Animal Welfare Action Plan 2006-2010 (2009/2202(INI)). 23.3.2010. Rapporteur Marit Paulsen. PE 430.922v02-00. This is referred to hereafter as “the Paulsen Report.”

<sup>113</sup> Such as food-producing animals, pets, circus animals and animals in zoos or stray animals.

<sup>114</sup> The EconWelfare project has provided an overview and analysis of these types of initiatives and evaluated their effectiveness in achieving higher welfare standards. Econwelfare report D1.1 (2010). Technical report on grouping method for welfare standards and initiatives.

<sup>115</sup> In November 2007, the ‘Declaration of Noordwijk’ on piglet castration was signed in The Netherlands. This declaration was signed by all parties in the food chain (from primary producer to supermarkets) and was supported by the Ministry of Agriculture and the main Dutch animal protection organisation. The declaration contains the stated aim of ending piglet castration and has two milestones: castration with anaesthetics/analgesia in 2009 and ending castration as a whole in 2015. Participation of all these parties guarantees total support for the stated aims and the intention that the costs for the process (e.g. the anaesthetics) are carried by the whole chain, and not just by the farmers.

[http://www.minInv.nl/portal/page?\\_pageid=116,1640803&\\_dad=portal&\\_schema=PORTAL&p\\_news\\_item\\_id=23581](http://www.minInv.nl/portal/page?_pageid=116,1640803&_dad=portal&_schema=PORTAL&p_news_item_id=23581)

<sup>116</sup> Online consultation question 11. The number of responses to the question was 8192.

<sup>117</sup> Online consultation question 11. The number of responses to this question was 7970.

<sup>118</sup> This can also be influenced by how Member States transpose the Directive into national law

<sup>119</sup> Most notably the bans on veal crates, conventional laying hen cages and sow stalls. See: *Towards a New Animal Welfare Strategy 2010+*. A paper by Eurogroup for Animals, the RSPCA and Compassion in World Farming. May 2010.

<sup>120</sup> The process has been ongoing for 9 years. The case was heard in 2009 and this led to the opinion of the Avocat General. See:

<http://curia.europa.eu/jurisp/cgi-bin/form.pl?lang=EN&Submit=Submit&numaff=C-416/07>. No sanctions have been imposed on Greece yet, pending the results of a planned FVO mission to Greece in 2010.

<sup>121</sup> In this context, Federation of Veterinarians of Europe has emphasised the importance of the training of veterinarians in animal welfare. The FVE together with the European Association of Establishments for Veterinary Education (EAEVE) evaluates European vet schools for the attention that animal welfare receives in the curriculum. They have found this to differ greatly between schools. For example the number of hours specifically dedicated to animal welfare varies from none to up to 56 hours (average 23). However many schools have increased their efforts in this area in recent years. See: [http://www.fve.org/education/docs\\_to\\_download/animal\\_welfare\\_poster.pdf](http://www.fve.org/education/docs_to_download/animal_welfare_poster.pdf)

<sup>122</sup> See for example: <http://www.favv.be/checklists-en/>

<sup>123</sup> This calculation is based on data provided to DG Sanco by Member States, who reported that in 2008 they did a total of 44,864 inspections on laying hens, calves and pigs (see Table A11.1). The same dataset also reported that the number of sites with non-compliances was 30,358 (data not in Table A 11.1). The ratio of these two figures provides 68% of non-compliances.

<sup>124</sup> In comparison, private marketing schemes can achieve high levels of animal welfare above the regulatory minimum by using stricter inspection schemes. For example, members of Freedom Food (RSPCA's farm assurance and food labelling scheme) receive an annual inspection visit and on top of that (often unannounced) monitoring visits (targets based on risk assessment).

<sup>125</sup> Italy reported problems with transports from other countries. Transporters have refused to pay fines because they do not accept the Italian system (and heights) of fines. Italy is addressing this with new legislation.

<sup>126</sup> The information obtained during the Member States visits revealed that in Belgium, fines were generally said to be determined locally and typically ranged from €100 to €1,000. In Hungary, a range between 5,000 and 150,000 HUF (€18 - €540) was suggested, with higher penalties for more serious cases. In Italy, the maximum fine was said to be €1,500, although on-the-spot fines of €1,000 - €6,000 are imposed for transport offences. In



the Netherlands, on-the-spot fines were considered preferable to prosecution in safeguarding animal welfare at farm level. In Denmark, the cost of some enforcement activities is borne by the business involved, including follow-up inspections resulting from initial non-compliances.

<sup>127</sup> Inspection missions involve each of the areas of on farm welfare (concentrating on calves, pigs and laying hens), welfare during transport and at slaughter. The FVO is not able to perform on-farm inspections on certain other species and classes of farmed livestock e.g. sheep, goats, cattle, turkeys, ducks and geese, because there is currently no specific detailed EU legislation covering their protection.

<sup>128</sup> The term non-compliance indicates that the CA has not met its requirements and for deficiencies to indicate problems detected in the inspected sector, e.g. such as on farm, market, transport or slaughter.

<sup>129</sup> FVO reports of 48 missions to the 12 targeted Member States during the evaluation period were scrutinised. Only three of these reports indicated no infringements; the remaining 45 lacked full compliance. Non-compliances varied from numerous severe infringements to very few minor ones. During the evaluation period, 82 FVO mission reports on animal welfare were produced in total (across all Member States).

<sup>130</sup> CIWF has also drawn attention to this issue. Following undercover investigations to a number of farms across Europe (DE, DK, HU, NL, ES, UK) it found that a high percentage of farms visited provided none or ineffective environmental enrichment and the prevalence of tail docking was also very high. CIWF (2010) *Pig Farming in the EU*. CIWF briefing.

<sup>131</sup> Final report are sent to the CA and posted on the FVO website: [http://ec.europa.eu/comm/food/fvo/index\\_en.htm](http://ec.europa.eu/comm/food/fvo/index_en.htm)

<sup>132</sup> Since 2004, 86% of 5,837 cases requiring action by the Member State were closed, 10% were still in progress and in 4% of cases, action is still required.

<sup>133</sup> In 2008 the UK had 2 longstanding actions, still required 4 years after they were recommended by an FVO inspection report, both of them on laying hens.

<sup>134</sup> The NL reported that infringements are mostly dealt with through a warning and discussion of the issue and that prosecution rarely happens. The UK also reported (in 2008) that serious infringements *continue* to be infrequent and that no licences were revoked due to infringements.

<sup>135</sup> Official Journal of the European Union (2009) Action brought on 25 August 2009 - Commission on the European Communities v Kingdom of Spain. 24.10.2009. Case c-340/09.

<sup>136</sup> Galhardo, L. (2008) *Report on the Implementation of the EU Zoo Directive*. Brussels: Eurogroup for Animals, 2008. <http://www.eurogroupforanimals.org/pdf/reportzoos1208.pdf>

<sup>137</sup> Born Free Foundation/EndCap network [www.bornfree.org.uk/campaigns/zoo-check/endcap/endcap-background/](http://www.bornfree.org.uk/campaigns/zoo-check/endcap/endcap-background/)

<sup>138</sup> General findings of the zoo investigation in 20 Member States by ENDCAP (2010): Lack of implementation of the Directive in some Member States; Lack of effective enforcement in all Member States assessed; Misinterpretation of definitions / requirements leading to inconsistent application; Limited regional implementation: lack of inspection and licensing procedures; Lack of knowledge on number of zoos (no national databases); Some zoos operating without a licence; Voluntary and automatic licensing; Conditions in many zoos are below minimum standards; Lack of detailed provisions in the legislation, providing further explanation of requirements; Inexperienced veterinarians that lack the knowledge and training to assess animal welfare and address concerns; Inexperienced staff in zoos with little or no knowledge of animals and their needs; Inexperienced zoo inspectorate, often lacking the necessary training and expertise; Sub-standard inspection quality in some Member States; Lack of resources to inspect zoos; Irresponsible zoo management – zoos making in-house decisions to euthanise healthy animals; Lack of provisions and expertise to help Competent Authorities to facilitate zoo closure

<sup>139</sup> Online consultation question 16ii. The number of respondents for this question was 7467.

<sup>140</sup> [www.welfarequality.net](http://www.welfarequality.net)

## Question 2

<sup>141</sup> <http://www.econwelfare.eu/>.

<sup>142</sup> <http://www.econwelfare.eu/>. EconWelfare (2010) Report: D1.2, Report containing overview of animal welfare standards and initiatives in selected EU and third countries. April 2010.

<sup>143</sup> A further detailed comparison of pig legislation across the EU can be found in the report: EU-Welfare legislation on pigs. Wageningen UR Livestock Research, 2010, Report 273.

<sup>144</sup> There are approximately 23 million dairy cows in the EU in 2009. Eurostat

[http://epp.eurostat.ec.europa.eu/portal/page/portal/statistics/search\\_database](http://epp.eurostat.ec.europa.eu/portal/page/portal/statistics/search_database), accessed December 2010.

<sup>145</sup> This information was gained through interviews in these Member States. Of the 12 Member States interviewed, only Spain and Romania had not adopted standards that go beyond minimum EU requirements.

<sup>146</sup> These are included in Annex II of the Directive and reflect the Council of Europe Convention ETS 123 as well as the Commission's Recommendation 207/526/EC

<sup>147</sup> FELASA Working Group report on principles and practice of ethical review across Europe (2007), Laboratory Animals 41, 143-160 (<http://tinyurl.com/2bv2nqb>).

<sup>148</sup> This can be achieved by using the FELASA (Federation of Laboratory Animal Science Associations) training syllabus across Europe. <http://www.felasa.eu/accreditation-board>

<sup>149</sup> International Conference on Harmonisation of Technical Requirements for Registration of Pharmaceuticals for Human Use (ICH)

<sup>150</sup> Organisation for Economic Co-operation and Development.

<sup>151</sup> Examples of documents giving guidance on harmonisation of standards:

European Medicines Agency (2009) Notes for guidance e.g. Non-Clinical Safety Studies for the Conduct of Human Clinical Trials and Marketing Authorization for Pharmaceuticals (CPMP/ICH/286/95, June 2009).

European Chemicals Agency (2010). Practical guide 10: How to avoid unnecessary testing on animals. 2010. ECHA-10-B-17-EN.

European Food Safety Authority (2009) Scientific Opinion of the Scientific Committee adopted on 8 April 2009: "Existing approaches incorporating replacement, reduction and refinement of animal testing: applicability in food and feed risk assessment". *The EFSA Journal* (2009) 1052, 1-77.

<sup>152</sup> This includes the charity END CAP (<http://www.bornfree.org.uk/>) which has visited 21 Member States to investigate the conditions in zoos and speak to Competent Authorities.

<sup>153</sup> Dog licensing systems are in place in 23 European countries. See RSPCA report for discussion of some of these schemes and what they can achieve. RSPCA report (2010). Improving dog ownership: The economic case for dog licensing. <http://www.rspca.org.uk/getinvolved/campaigns/doglicensing>.

<sup>154</sup> The main concerns here are the (illegal) trade in puppies (see e.g. International Fund for Animal Welfare (IFAW) 2010. The Puppy Files. An investigation into the illegal trade of puppies from Eastern Europe to the Netherlands and beyond). Other concerns are differing standards between Member States as to when puppies should be allowed to be traded.

[http://www.ifaw.org/ifaw\\_united\\_states/publications/program\\_publications/help\\_dogs\\_cats.php](http://www.ifaw.org/ifaw_united_states/publications/program_publications/help_dogs_cats.php).

<sup>155</sup> See the Written Declaration on <http://www.petsineurope.eu/>. Because of the wide variety of circumstances in which companion animals are kept, PIE suggests that pet legislation could be focussing on the desired outcome, comprising a 'duty of care'. This has already been included in the European Convention for the protection of Pet Animals (Article 4) of the Council of Europe (1987). <http://conventions.coe.int/Treaty/en/Treaties/Html/125.htm>

<sup>156</sup> See also: [http://one-health.eu/ee/index.php/en/page/eu\\_vet\\_week\\_2010/](http://one-health.eu/ee/index.php/en/page/eu_vet_week_2010/)

<sup>157</sup> RSPCA report (2010) Improving dog ownership: The economic case for dog licensing.

<http://www.rspca.org.uk/getinvolved/campaigns/doglicensing>

<sup>158</sup> Online consultation question 16. The number of responses to this question was 7495.

<sup>159</sup> Examples cited by industry stakeholders were: the difference in interpretation between veterinarians as to what they consider acceptable fitness for transport, differences between Member States in relation to the interpretation

of 'rest time' for the animals. Differences between Member States also exist in terms of what is required for drivers training (e.g. up to 5 days training required in DK, but one day in the UK and NL, but in the latter, the training has to be repeated every 5 years, in the UK it is for life).

<sup>160</sup> Examination of trends in output in those Member States considered to have generally progressive animal welfare policies (according to the typology defined above), shows that between 2000 and 2008:

- In Austria, there was a 13% increase in the number of laying hens and a 5% increase in pigmeat production;
- In Denmark, there was a 4% decline in laying hen numbers and a 10% decline in poultry meat production, but a 5% increase in pigmeat production;
- In Germany, numbers of laying hens declined by 18% but pigmeat production increased by 28% and poultry meat by 56%;
- In the Netherlands, pigmeat production declined by 19%;
- Sweden experienced a 2% decline in pigmeat production but a 22% increase in poultry meat production; and
- The UK saw a 20% decline in pigmeat production and a 5% fall in poultry meat production. (Tables A2.4-A2.6)

These trends compare to a 12% decline in numbers of laying hens, a 6% increase in pigmeat production and a 27% increase in poultry meat production across all Member States for which data was available for both years 2000 and 2008. The overall picture is therefore mixed. The more progressive Member States did not experience a consistent decline in their share of EU production over the evaluation period.

<sup>161</sup> *Deluge of egg imports predicted after EU cage ban*. Farmers Weekly Interactive, 2 November 2009. <http://www.fwi.co.uk/Articles/2009/11/02/118537/Deluge-of-egg-imports-predicted-after-EU-cage-ban.htm>. Accessed 5.10.10

<sup>162</sup> Pigworld (2008). *Animal welfare and the British pig industry*. From a paper by the Farm Animal Welfare Council, July 2008. <http://www.pigworld.co.uk/Pages/BritishPigProduction.html>. Accessed 4 October 2010.

<sup>163</sup> This example was given by Italian government officials.

<sup>164</sup> European Commission (2010) Commission Staff Working Document accompanying document to the Report from the Commission to the Council and the European Parliament. *Sixth Report on the Statistics on the Number of Animals used for Experimental and other Scientific Purposes in the Member States of the European Union*. COM(2010) 511. Brussels

<sup>165</sup> Vier-Pfoten website <http://www.vier-pfoten.org/website/output.php?id=1213&idcontent=2722&language=1> International Fund for Animal Welfare (IFAW) 2010. The Puppy Files. An investigation into the illegal trade of puppies from Eastern Europe to the Netherlands and beyond.

[http://www.ifaw.org/ifaw\\_united\\_states/publications/program\\_publications/help\\_dogs\\_cats.php](http://www.ifaw.org/ifaw_united_states/publications/program_publications/help_dogs_cats.php)

Full report (in Dutch) on:

[http://www.ifaw.org/assets/Media\\_Center/Press\\_Releases/asset\\_upload\\_file892\\_61714.pdf](http://www.ifaw.org/assets/Media_Center/Press_Releases/asset_upload_file892_61714.pdf)

<sup>166</sup> <http://www.guardian.co.uk/lifeandstyle/2010/feb/03/puppy-farms-battery-dogs> (accessed 14.10.10) and International Fund for Animal Welfare (IFAW) 2010. The Puppy Files. An investigation into the illegal trade of puppies from Eastern Europe to the Netherlands and beyond.

[http://www.ifaw.org/ifaw\\_united\\_states/publications/program\\_publications/help\\_dogs\\_cats.php](http://www.ifaw.org/ifaw_united_states/publications/program_publications/help_dogs_cats.php)

<sup>167</sup> RSPCA report (2010) Improving dog ownership: The economic case for dog licensing.

<http://www.rspca.org.uk/getinvolved/campaigns/doglicensing>

### Question 3

<sup>168</sup> The majority of projects provide a project website with information on their objectives, work packages, membership and outputs. However, in some cases, this project website is no longer operational or information has not been updated recently. In addition, information was sometimes inconsistent between websites, in

particular regarding the funds allocated to the project, with project website providing different information than that available through other sources (such as the EU Cordis website). On the whole, projects funded under FP5 and FP6 seemed to have full sets of information (with some notable exceptions),. For others, this was more challenging, particularly for COST projects, where information was limited and consequently harder to evaluate effectiveness of research. The final project list included in the evaluation was agreed with the project steering group.

<sup>169</sup> €16,669 million actual spend on 10,058 projects. Ex post evaluation of FP6: [http://www.eirma.org/f3/local\\_links.php?action=jump&id=3632](http://www.eirma.org/f3/local_links.php?action=jump&id=3632)

<sup>170</sup> To illustrate the small welfare output of the other projects, Sabre and Q-PORKCHAINS (with total budgets of €14 and €14.5 million respectively) had work packages focussing on welfare which were funded with €130,000 and €230,000 respectively.

<sup>171</sup> This was also echoed at a recent workshop organised by EPAA to specifically promote the Reduction and Refinement. See: EPAA Annual Conference: '*Reduction & Refinement: combining excellence in science and animal welfare*', Brussels, 30 November 2010. [http://ec.europa.eu/enterprise/epaa/3\\_2\\_conf\\_2010.htm](http://ec.europa.eu/enterprise/epaa/3_2_conf_2010.htm).

<sup>172</sup> See the European Association of Zoos and Aquaria (EAZA) research strategy at (also available in Spanish and Swedish):

<http://www.eaza.net/about/Pages/Key%20Documents.aspx>

<sup>173</sup> Pigs, poultry, cattle, although not calves.

<sup>174</sup> For additional comments from stakeholders regarding the adequacy of research budgets, see Section 3.7

<sup>175</sup> See: [EPAA Progress report 2010](#)

<sup>176</sup> Online consultation question 19ii. A total of 7195 people responded to this question.

<sup>177</sup> For a perspective: The FP6 budget was 4% of EU Member States' combined public R&D budgets. Ex post evaluation of FP6: [http://www.eirma.org/f3/local\\_links.php?action=jump&id=3632](http://www.eirma.org/f3/local_links.php?action=jump&id=3632).

<sup>178</sup> This was also emphasised as an added benefit by the coordinator of Welfare Quality®. The network not only exists during the life of a project but continues afterwards.

<sup>179</sup> COM/2009/0584 - *Options for animal welfare labelling and the establishment of a European Network of Reference Centres for the protection and welfare of animals* suggests that the role for a European Network of Reference Centres (ENRC) could be to provide technical support for the development and implementation of animal welfare policies, including regarding certification and labelling, should be based on a central coordination institute that cooperates with a network of relevant research institutions in the Member States – all recognised by the Community. Possible sub-tasks conducted by network partners could include: conducting studies and impact assessments, implementing targeted research on animal welfare issues with Community relevance, conducting education and dissemination activities.

<sup>180</sup> Evaluation of the CSLs: VetEffect & Agra CEAS Consulting (2009) Evaluation of CRLs in the field of animal health and live animals -Final Report.

[http://ec.europa.eu/food/animal/diseases/laboratories/eval\\_com\\_ref\\_labs\\_report\\_112009\\_en.pdf](http://ec.europa.eu/food/animal/diseases/laboratories/eval_com_ref_labs_report_112009_en.pdf)

<sup>181</sup> Commission Decision 2010/735 of 1 December 2010 on financial aid from the Union for the year 2011 for certain European Union reference laboratories in the field of animal health and live animals

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2010:316:0017:0021:EN:PDF>

<sup>182</sup> [http://ec.europa.eu/research/agriculture/scar/index\\_en.html](http://ec.europa.eu/research/agriculture/scar/index_en.html)

<sup>183</sup> A specific point made was the lack of transparency on the membership of the programme committee.

<sup>184</sup> The online consultation (question 19i) asked respondents about the extent to which they agreed that animal welfare research has helped to inform the key priorities for animal welfare policy. 23% of respondents agreed or strongly agreed, 27% were unsure, but 50% disagreed or strongly disagreed. A total of 7243 people responded to this question.

<sup>185</sup> [http://cordis.europa.eu/fp7/ethics\\_en.html#ethics\\_cl](http://cordis.europa.eu/fp7/ethics_en.html#ethics_cl)

<sup>186</sup> Applications for research support must demonstrate that ethical issues have been adequately taken into account and will be addressed so as to conform with national and European legislation. If the proposal does not deal adequately with ethical issues, or if the project involves sensitive ethical issues (for example the use of non-human primates, genetically modified laboratory animals or farm animals), then an Ethical Review Panel will be asked to determine its compliance with the rules of FP7.

<sup>187</sup> To illustrate, the RSPCA has been involved in the development of the process for ethical review, but despite this did not feel that animals, or their welfare, were given the priority that they deserved. They found that welfare was marginalised when projects were reviewed in practice. In addition, the ethical review was not properly integrated with the scientific review and the latter was sometimes of a poor standard.

<sup>188</sup> The RSPCA's experience is that the level of ethical awareness among scientists can be poor, and the quality of the applications varies with respect to their understanding of animal welfare and ethical issues. The research community tends to emphasise (and exaggerate) the benefits of the research and gloss over the harms to animals – or they may not even recognise the harms.

<sup>189</sup> It was stated that the composition of the Ethics Review Panels is unclear, so it is difficult to know if experts on animal experiments are involved in their activities. Based on the information available, the members of these panels are selected according to their expertise such as law, sociology, medicine, and veterinary science. It is not indicated whether or not members of the panels are experts in animal experiments or research ethics.

<sup>190</sup> However, the EGE has a website stating their mandate and explaining the recruitment procedures of the members [http://ec.europa.eu/european\\_group\\_ethics/index\\_en.htm](http://ec.europa.eu/european_group_ethics/index_en.htm)

<sup>191</sup> The online consultation (question 19iv) asked respondents about the extent to which they agreed that the FP7 Ethics Review procedure ensures a good ethical review of animal use in experiments. 8% of respondents agreed or strongly agreed, 59% were unsure, and 33% disagreed or strongly disagreed. A total of 7027 people responded to this question.

<sup>192</sup> Overview of outputs from FP5 Lamecow project (€3 million, 2002-2006). The project looked at factors that influence lameness in the dairy industry, and included an assessment of existing systems, study of hoof bio-mechanics, modelling of hoof function and guidelines/training packages for use on-farm. The project website provides little information on the project and only published work in terms of outcomes. More detailed information was found on web sites managed by team members. There were 48 publications listed, with a good spread of publications in trade journals, the farming press and abstracts from various scientific meetings through to high impact journals (e.g. Journal of Dairy Science) with an international scientific audience. There is also evidence of impact in the wider scientific community, for example the UK Healthy Feet Project funded by the Tubney Trust and Defra. Project website (original project website link does not work): [http://ec.europa.eu/research/agriculture/projects/qlrt\\_2001\\_00969\\_en.htm](http://ec.europa.eu/research/agriculture/projects/qlrt_2001_00969_en.htm)

<sup>193</sup> Overview of outputs from FP6 LayWel project (€0.5 million, 2004-2005). The project investigated welfare implications of changes in production systems for laying hens, specifically associated with 2012 phase out of conventional cages following Directive 1999/74/EC. Specific outputs included a scoring system for evaluating laying hen feather damage, a welfare assessment manual for use on farm, a data set of relevant publications and a review of scientific literature. It is not clear if the feather scoring system and manual for housing assessment have been taken up within the industry. There is some evidence of further application in assurance schemes (e.g. UK Freedom Food and Tubney Trust projects). The project website lists 49 publications. 15 are reports delivered as part of the project. Remaining outputs include 2 PhD theses (presumably part funded by the project), 22 abstracts or conference proceedings and 6 refereed articles. The outputs are primarily from 2005 including 8 outputs at the 7th European Symposium on Poultry Welfare which the project team had clearly targeted for dissemination. Potentially more papers arose from the project but were not listed on the website. (e.g. Blokhuis et al. (2007) The LayWel project - implications of changes in production systems for laying hens. *WPSJ*, 63, 101-114). Papers were generally published in applied poultry journals (e.g. British Poultry Science) so should reach an audience of poultry scientists and poultry industry, though not the wider scientific or animal welfare community. Project website: [www.laywel.eu/](http://www.laywel.eu/)

<sup>194</sup> Overview of outputs from FP6 Pigcas project (€0.1 million, 2007-2008). The project considered welfare implications of surgical castration of pigs and alternatives to current practise. It included surveying attitudes amongst stakeholders, a review of current practises (also in terms of animal welfare) and production traits and provided recommendations to the EU regarding legislation and policy. The outcomes from each work package are



clearly laid out on the website, though many areas are not publically accessible. Deliverables are mainly targeted at stakeholders rather than the scientific community, so there is little evidence of refereed papers but reports and guidelines clearly address the project objectives. There is good evidence of involvement with and communication to stakeholders in particular at the meeting held in the Netherlands in 2007, where the meat industry, government, farmers, NGOs and consumer groups were represented. There are also good technical documents. There is some evidence of engagement with consumers via consumer groups, retailers and NGOs although not an apparent direct dissemination of information. Project website: <http://w3.rennes.inra.fr/pigcas/>

<sup>195</sup> Overview of outputs from FP6 Welfare Quality® project (€14 million, 2004-2009). The project involved 44 project team members from 13 EU and 4 non-EU countries and looked into welfare standards and animal centred auditing processes in the main farm animal species (cattle, pigs, laying hens and meat chickens). It investigated consumer knowledge and attitudes to animal welfare, producer attitudes and provision of standardised animal based methods of assessing welfare. As a means of communication the project website appears effective at most levels, from involvement of stakeholders and the scientific community as well as using modern means of summarising the findings (video). The project clearly maps onto the animal welfare agenda and is being followed up in the EAWP project (FP7) which has a more producer engagement format. There is a large volume of scientific outputs clearly differentiated by year and form (refereed articles and 'other' publications such as conference abstracts). The website appears to be kept up to date even beyond the lifetime of the project. Refereed work is primarily in medium or high impact scientific journals so the impact on the scientific community is likely to be high. The organised project conferences were a good spread of animal sciences, relevant social sciences and industry focussed meetings. Welfare Quality® is often mentioned by name by outside bodies, especially where considering welfare standards and trade, illustrating good dissemination of outputs. Project website: [www.welfarequality.net/everyone/36059/5/0/22](http://www.welfarequality.net/everyone/36059/5/0/22)

<sup>196</sup> The importance of informing consumers was highlighted at a seminar organised in 2002 to evaluate the support of the EU to research projects. [http://ec.europa.eu/research/quality-of-life/animal-welfare/seminars/pdf/animal-welfare\\_en.pdf](http://ec.europa.eu/research/quality-of-life/animal-welfare/seminars/pdf/animal-welfare_en.pdf)

<sup>197</sup> E.g. Welfare Quality®

<sup>198</sup> [http://ec.europa.eu/food/animal/welfare/factsheet\\_farmed03-2007\\_en.pdf](http://ec.europa.eu/food/animal/welfare/factsheet_farmed03-2007_en.pdf)

<sup>199</sup> Online consultation question 19iii. A total of 7143 people responded to this question.

<sup>200</sup> [http://ec.europa.eu/research/agriculture/scar/index\\_en.html](http://ec.europa.eu/research/agriculture/scar/index_en.html)

<sup>201</sup> [http://ec.europa.eu/food/animal/welfare/seminars/index\\_en.htm](http://ec.europa.eu/food/animal/welfare/seminars/index_en.htm)

<sup>202</sup> <http://www.fao.org/ag/againfo/themes/animal-welfare/en/> It was not possible to search the Gateway in a comprehensive way to check for links with EU Framework projects as there is no free text search box.

<sup>203</sup> Meeting 'Capacity Building to Implement Good Animal Welfare Practices'  
[http://ec.europa.eu/food/animal/welfare/international/docs/meeting\\_rep\\_4days\\_300908\\_en.pdf](http://ec.europa.eu/food/animal/welfare/international/docs/meeting_rep_4days_300908_en.pdf)

<sup>204</sup> [www.laywel.eu/](http://www.laywel.eu/)

<sup>205</sup> SCAHAW (2002) *The welfare of animals during transport (details for horses, pigs, sheep and cattle)*. Report of the Scientific Committee on Animal Health and Animal Welfare.

EFSA (2004) *The welfare of animals during transport*. Scientific Report of the Scientific Panel on Animal Health and Welfare on a request from the Commission related to the welfare of animals during transport.

<sup>206</sup> FVE (2001). Federation of Veterinarians of Europe Position Paper: *Transport of Live Animals*.

<sup>207</sup> It must be noted that the proposal from the European Commission for the new Transport Regulation did reflect more of the scientific knowledge than the finally adopted version.

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2003:0425:FIN:EN:PDF>

<sup>208</sup> EFSA (2005). Opinion of the Scientific Panel on Animal Health and Welfare (AHAW) on a request from the Commission *related to the aspects of the biology and welfare of animals used for experimental and other scientific purposes*.

<sup>209</sup> Scientific Committee on Health and Environmental Risks (2009) *The need for non-human primates in biomedical research, production and testing of products and devices*.

<sup>210</sup> In the European food safety system, risk assessment is done independently from risk management. As the risk assessor, EFSA produces scientific opinions and advice to provide a sound foundation for European policies and legislation and to support the European Commission, European Parliament and EU Member States in taking effective and timely risk management decisions.

<sup>211</sup> These Annual Declarations are published. All experts are also asked to declare any specific interests which might be considered prejudicial in relation to items on the agenda of the meetings they attend. If a conflict of interest is identified, it is recorded in the minutes and EFSA takes the measures specified in the procedure for handling conflicts of interest. To ensure maximum transparency, any interests declared are recorded in the minutes of meetings.

<sup>212</sup> Before 2004, the former Scientific Veterinary Committee (SVC) and the Scientific Committee on Animal Health and Welfare (SCAHAW) of DG Agriculture provided reports on animal welfare issues, but without using a systematic approach.

<sup>213</sup> Information from interview with EFSA and from Serratos, J. & Ribó O. (2009). International context and impact of EFSA activities in animal welfare in the European Union. In: *Welfare of Production Animals: assessment and management of risks*. Eds. Smulders, F. & Algers, B., Wageningen Academic Publishers. pp 275-303.

<sup>214</sup> There were 5 opinions on pig welfare, 5 opinions on fish welfare, 3 opinions on stunning and killing of animals (seals, main farm species, minor farm species), separate opinions on calves, rabbits, laying hens and laboratory animals, and two opinions on the transport of farm animals.

<sup>215</sup> AHAW Statement “Knowledge gaps and research needs for the welfare of farmed fish” (EFSA, 2009)

[www.efsa.europa.eu/en/scdocs/scdoc/1145.htm](http://www.efsa.europa.eu/en/scdocs/scdoc/1145.htm)

<sup>216</sup> *EFSA in focus: Animals* features EFSA's latest scientific activities in the areas of animal health and welfare, feed additives, biological hazards, zoonoses and contaminants in the food chain. <http://www.efsa.europa.eu/en/newsletters/focusanimals.htm> and *Moving together* is a bi-annual publication that covers news on food safety cooperation activities between EFSA and EU Member States. <http://www.efsa.europa.eu/en/newsletters/moving.htm>

<sup>217</sup> [http://ec.europa.eu/food/fs/rc/scfcah/index\\_en.html](http://ec.europa.eu/food/fs/rc/scfcah/index_en.html)

<sup>218</sup> [http://ec.europa.eu/food/animal/diseases/strategy/animal\\_health\\_advisory\\_committee\\_en.htm](http://ec.europa.eu/food/animal/diseases/strategy/animal_health_advisory_committee_en.htm)

<sup>219</sup> <http://ec.europa.eu/dgs/jrc/index.cfm>

<sup>220</sup> 2008 [Collaboration agreement between EFSA and JRC](#)

## Question 4

<sup>221</sup> DG SANCO supports a range of seminars, conferences and workshops related to animal welfare and has a publicly available record of those that have taken place since 2002 ([http://ec.europa.eu/food/animal/welfare/seminars/index\\_en.htm](http://ec.europa.eu/food/animal/welfare/seminars/index_en.htm)). The seminars, conferences and workshops are wide ranging with some targeted towards specific audiences (e.g. pig farmers in response to particular needs regarding new legislation) and others taking a more general approach. Between 2002 and 2010, 13 conferences, 8 workshops, 5 seminars, 3 meetings/expert meetings and one forum were supported by DG SANCO with most of taking place towards the end of the evaluation period or afterwards. These communications were predominantly concerned specifically with farm animals with a smaller number taking a more general approach by focusing on animal welfare as a whole.

<sup>222</sup> DG Environment has a dedicated webpage on its website which sets out relevant seminars and conferences (For example, DG Environment released a notice on their website about upcoming workshops ([http://ec.europa.eu/environment/chemicals/lab\\_animals/home\\_en.htm](http://ec.europa.eu/environment/chemicals/lab_animals/home_en.htm)) including an EPAA workshop on reduction and refinement – “Combining Excellence in Science and Animal Welfare” – which took place on 4-5 October 2010 Brussels).

<sup>223</sup> The European Partnership for Alternative Approaches to Animal Testing (EPAA - the partnership between the European Commission and a number of companies and trade federations active in various industrial sectors) plays an important communications role, organising workshops, events and an annual conference relating to the



use of animals in experimentation (See [http://ec.europa.eu/enterprise/epaa/index\\_en.htm](http://ec.europa.eu/enterprise/epaa/index_en.htm) (events tab) for a list of events run through the EPAA).

<sup>224</sup> [http://ec.europa.eu/food/consultations/action\\_plan\\_farmed\\_background\\_en.htm](http://ec.europa.eu/food/consultations/action_plan_farmed_background_en.htm)

<sup>225</sup> [http://ec.europa.eu/environment/chemicals/lab\\_animals/background\\_en.htm](http://ec.europa.eu/environment/chemicals/lab_animals/background_en.htm)

<sup>226</sup> The 2010 Annual Communications Plan allocated €298,171.58 to animal welfare communication activities under the remit of DG SANCO (unit D5).

<sup>227</sup> European Commission (2006) Commission Working Document on a Community Action Plan on the Protection and Welfare of Animals. 2006-2010, 23/01/06, COM (2006) 14 final, p.11. [http://ec.europa.eu/food/animal/welfare/work\\_doc\\_strategic\\_basis230106\\_en.pdf](http://ec.europa.eu/food/animal/welfare/work_doc_strategic_basis230106_en.pdf)

<sup>228</sup> Of which 23% said yes certainly and 39% said yes probably. Source: Eurobarometer (2006) p.38

<sup>229</sup> Consumers make trade-offs between cost and animal welfare and, therefore, compromise their concerns about animals by expressing a pragmatic preference for semi-intensive production systems. Source: Attitudes of Consumers, Retailers and Producers to Farm Animal Welfare (January 2007), Welfare Quality Reports No.2.

<sup>230</sup> Although there are exceptions, for example, the market share of free-range eggs in the UK.

<sup>231</sup> Over the evaluation period, three Eurobarometer surveys were carried out in 2005 and 2006 on animal welfare. The results showed that there is strong public support for the idea of a label or logo of some type to give information on animal welfare in food production. Following the Action Plan and the surveys, DG SANCO has started to explore various legislative and non-legislative options for animal welfare labelling and for a network of reference centres for animal welfare in order to further the debate. However, neither initiative is intended to raise animal welfare standards as such. The aim of the labelling initiative is to increase consumer understanding of animal welfare, among other options, by the information provided on the labels, and the proposal for reference centres is intended to harmonise accepted animal welfare standards and to promote the sharing and use of best practice in animal welfare systems. Source:

[http://ec.europa.eu/food/animal/welfare/farm/docs/options\\_animal\\_welfare\\_labelling\\_summary\\_en.pdf](http://ec.europa.eu/food/animal/welfare/farm/docs/options_animal_welfare_labelling_summary_en.pdf)

<sup>232</sup> <http://www.efsa.europa.eu/en/press/news/corporate101117.htm>

<sup>233</sup> Source: [http://ec.europa.eu/environment/chemicals/lab\\_animals/questionnaire1.htm](http://ec.europa.eu/environment/chemicals/lab_animals/questionnaire1.htm)

<sup>234</sup> Results of questionnaire for the general public on the revision of Directive 86/609/EEC on the protection of animals used for experimental and other scientific purposes (2006) [http://ec.europa.eu/environment/chemicals/lab\\_animals/questionnaire1.htm](http://ec.europa.eu/environment/chemicals/lab_animals/questionnaire1.htm)

<sup>235</sup> 85.1% (36,306 responses)

<sup>236</sup> 19.7% (8,417 responses)

<sup>237</sup> The online consultation found that people who support campaigns that prioritise improvement of animal welfare tended to disagree with the statement that "I was previously aware of where to access information on animal welfare from the DG SANCO website". Only 21% of individual respondents agreed or strongly agreed with this statement, while 50% disagreed or strongly disagreed (average score 2.64/5 where 1 = strongly disagree, 3 = neither agree nor disagree, 5 = strongly agree).

<sup>238</sup> Most citizens claim to have at least a degree of knowledge about animal welfare conditions but agree that this is somewhat limited with 42.5% (18,119 respondents) reporting that they certainly do not have enough information on animal experimentation and how experimental animals are treated in the EU (Source: Results of questionnaire for the general public on the revision of Directive 86/609/EEC on the protection of animals used for experimental and other scientific purposes (2006): [http://ec.europa.eu/environment/chemicals/lab\\_animals/pdf/results\\_citizens.pdf](http://ec.europa.eu/environment/chemicals/lab_animals/pdf/results_citizens.pdf)).

Around seven-tenths (69%) of EU citizens claim to have some knowledge of the conditions under which animals are farmed in their country. However, few are fully confident in the extent of this knowledge with only 12% saying they know 'a lot' on this matter. Rather, the majority (57%) say that they possess 'a little' knowledge with 28% claiming to know 'nothing at all'. Source: Eurobarometer p.7 [http://ec.europa.eu/food/animal/welfare/survey/sp\\_barometer\\_aw\\_en.pdf](http://ec.europa.eu/food/animal/welfare/survey/sp_barometer_aw_en.pdf)

<sup>239</sup> Number of Participants at Selected Animal Welfare Events (*Source: DG SANCO*)

Year	Title	Participants
2009	Conference on Global Trade and Farm Animal Welfare	400
	Final Stakeholders Conference on the Welfare Equality Project	c.350
	Workshop on Pig Welfare	100
2010	Workshop on Pig Castration	100
	Workshop on Pig Welfare	c.100
	Drawing Contest on Animal Welfare for Children from 9-13 (March-July)	c.400 drawings collected

<sup>240</sup> Data were available only when requested (as part of this evaluation) - there was no systematic collection of the data. The data suggests that 1,174 hits were received by the DG SANCO animal welfare web pages ([http://ec.europa.eu/food/animal/welfare/index\\_en.htm](http://ec.europa.eu/food/animal/welfare/index_en.htm)) between 01/04/2010 and 30/04/2010 and 28,896 visitors between 01/05/2010 and 18/08/2010 to the *Farmland* website (average time spent 2.28 minutes). *Source: DG SANCO*

<sup>241</sup> EU Budget 2008, Articles 01 02 04, 05 08 06, 07 03 06

<sup>242</sup> Indicators of outputs could include the number of hits on websites, the number of publications and recipients, the number of participants at events and feedback from these participants. Outcome and impact indicators could focus on awareness, understanding, attitudes and behaviours of those communicated with and of target audiences as a whole.

<sup>243</sup> European Commission (2009) *Options for animal welfare labelling and the establishment of a European Network of Reference Centres for the protection and welfare of animals*. Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Brussels, 28.10.2009 COM(2009) 584 final

<sup>244</sup> The Netherlands: State of the Animal; monitoring animal welfare and health in The Netherlands (2010). Wageningen UR Livestock Research (English summary).

UK: The welfare state: RSPCA (2008) Measuring animal welfare in the UK. <http://www.animalwelfarefootprint.com/downloads/>

Germany: German Government (2007) *Tierschutzbericht der Bundesregierung*

## Question 5

<sup>245</sup> The European Parliament has identified this as a priority <http://www.europarl.europa.eu/oeil/file.jsp?id=5824882>

<sup>246</sup> [http://ec.europa.eu/food/animal/welfare/work\\_doc\\_strategic\\_basis230106\\_en.pdf](http://ec.europa.eu/food/animal/welfare/work_doc_strategic_basis230106_en.pdf)

<sup>247</sup> Position raised by several third countries at the Special Session on Agriculture, Third Meeting. [www.wto.org/english/tratop\\_e/agric\\_e/ngr3\\_e.doc](http://www.wto.org/english/tratop_e/agric_e/ngr3_e.doc) - 2001-09-23

<sup>248</sup> Key references are Animal Welfare in a Global Perspective Report 240, Wageningen (September 2009) and Econ Welfare, Final Report Deliverable 1.2, Overview of animal welfare standards and initiatives in selected EU and third countries (April 2010)

<sup>249</sup> Summary report of special meeting of the Agriculture Committee of the WTO. [www.wto.org/english/tratop\\_e/agric\\_e/ngr3\\_e.doc](http://www.wto.org/english/tratop_e/agric_e/ngr3_e.doc) - 2001-09-23

<sup>250</sup> [www.wto.org/english/tratop\\_e/agric\\_e/ngr3\\_e.doc](http://www.wto.org/english/tratop_e/agric_e/ngr3_e.doc) - 2001-09-23

<sup>251</sup> FVO missions in which animal welfare has been a key part have included Brazil (poultry meat, 2004 and 2007), Chile (poultry meat, 2001) and Thailand (poultry meat, 2001). Other missions have been carried out in which animal welfare has been included but has not been the key objective. Mission reports can be accessed from the FVO website [http://ec.europa.eu/food/fvo/index\\_en.cfm](http://ec.europa.eu/food/fvo/index_en.cfm)

<sup>252</sup> [http://ec.europa.eu/food/international/organisations/EU\\_comments\\_position\\_papers\\_en.htm](http://ec.europa.eu/food/international/organisations/EU_comments_position_papers_en.htm)

<sup>253</sup> The EU contributed €200,000 to hosting the conference. Participants from 54 non-EU countries attended the conference.

<sup>254</sup> [http://ec.europa.eu/food/animal/welfare/international/docs/agenda\\_4days\\_300908.pdf](http://ec.europa.eu/food/animal/welfare/international/docs/agenda_4days_300908.pdf)

<sup>255</sup> <http://www.fao.org/ag/againfo/themes/animal-welfare/en/>

<sup>256</sup> [http://www.ifc.org/ifcext/enviro.nsf/Content/Publications\\_GoodPractice\\_AnimalWelfare](http://www.ifc.org/ifcext/enviro.nsf/Content/Publications_GoodPractice_AnimalWelfare). The IFC was established to promote sustainable private sector investment in developing countries, helping to reduce poverty and improve people's lives.

<sup>257</sup> Council Directive 74/577 /EEC

<sup>258</sup> Non-EU countries that speakers came from were Australia, China, Uruguay, Brazil, Thailand, USA, New Zealand, South America, Chile and Zambia.

<sup>259</sup> [http://ec.europa.eu/food/animal/welfare/seminars/uruguay\\_programme\\_aw\\_en.pdf](http://ec.europa.eu/food/animal/welfare/seminars/uruguay_programme_aw_en.pdf)

<sup>260</sup> The Institutionalization of Animal Welfare, a Requirement for Its Regulatory, Scientific and Productive Development. Proceedings from a seminar by the Agricultural and Livestock Service [SAG], the European Commission, and the University of Talca, Santiago, Chile, November 11–12, 2004.

<sup>261</sup> Seminar in Italy held 2005, 'Animal Welfare in Chile and the EU: Shared Experiences and Future Objectives'

<sup>262</sup> [http://ec.europa.eu/food/animal/welfare/seminars/sem\\_1104.pdf](http://ec.europa.eu/food/animal/welfare/seminars/sem_1104.pdf)

<sup>263</sup> International animal welfare conference, Gold Coast Australia, 2008

<sup>264</sup> NFACC's National Farm Animal Care & Welfare Conference, September 20 & 21, 2007, Canada

<sup>265</sup> <http://www.foodinfo-europe.com/>

<sup>266</sup> <http://www.welfarequality.net/everyone/26562/7/0/22>

<sup>267</sup> FRENZ this is a website supported by the EU that is dedicated to giving NZ researchers help and guidance on applying for grants under the FP7- <http://www.frenz.org.nz/>

<sup>268</sup> personal communication, B Lambooj

<sup>269</sup> Schnettler B M, Vidal R., Silva R, Vallejos L and Sepúlveda N (2008) Consumer Perception of Animal Welfare and Livestock Production in the Araucania Region, Chile. *Chilean Journal of Agricultural Research* 68(1):80-93

<sup>270</sup> Schnettler B M, Vidal R., Silva R, Vallejos L and Sepúlveda N (2009) Consumer willingness to pay for beef meat in a developing country: The effect of information regarding country of origin, price and animal handling prior to slaughter. *Food Quality and Preference* Volume 20, Issue 2, Pages 156-165

<sup>271</sup> Econ Welfare (2010) Final Report Deliverable 1.2, Overview of animal welfare standards and initiatives in selected EU and third countries (April 2010)

<sup>272</sup> Email interviews with New Zealand and US government representatives.

<sup>273</sup> Uruguay and Chile both reported that they were developing standards.

<sup>274</sup> Non-EU delegates were from Argentina (2), Brazil (2), Chile, Costa Rica, Libya, Morocco, Namibia, New Zealand, Paraguay, Peru and Uruguay.

<sup>275</sup> Tadich N. A., Molento C.F.M and Gallo C B (2010) Teaching Animal Welfare in some Veterinary Schools in Latin America. *Journal Of Veterinary Medical Education*, Vol 37, Issue 1, 69-73

<sup>276</sup> This was over the period 1996 to 2008, and the funding came from a combination of government and non-government sources. <http://www.daff.gov.au/animal-plant-health/welfare>, Australia, Fur Institute of Canada, Canada. National Wildlife Research Center, US.

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<sup>277</sup> Journal of Veterinary Medical Education, Vol 37, Issue 1, 69-73.

<sup>278</sup> Stated by Uruguay at the 2000 WTO special session on Agriculture.

<sup>279</sup> Stakeholder consultation: Strongly disagree, 33%; Disagree, 23%; Neither agree nor disagree, 21%; Agree, 18%; strongly agree, 2% (n=7105).

## Question 6

<sup>280</sup> See Section 3.5. International initiatives were included within the Community Action Plan on the Protection and Welfare of Animals 2006-2010.

<sup>281</sup> DG Agriculture: "Agricultural Trade Statistics 1999-2008" and "Agriculture in the European Union – Statistical and Economic Information 2009" [http://ec.europa.eu/agriculture/agrista/index\\_en.htm](http://ec.europa.eu/agriculture/agrista/index_en.htm)

<sup>282</sup> Figures compiled from the FAO Stat website (November 2010), showing 5,176 tonnes of dried egg imported to nine Member States from the USA and 4,069 tonnes imported to six Member States from India.

<sup>283</sup> Key references are Animal Welfare in a Global Perspective Report 240, Wageningen (September 2009) and Econ Welfare, Final Report Deliverable 1.2, Overview of animal welfare standards and initiatives in selected EU and third countries (April 2010).

<sup>284</sup> According to the report 'Animal Welfare in a Global Perspective', Report 240, Wageningen (September 2009).

<sup>285</sup> The Hilton Quota, regulated by EC 936/97 has enabled investment in slaughterhouse facilities. In Argentina, government policy has been to distribute the quota amongst a number of different businesses.

<sup>286</sup> Further details are contained in Animal Welfare in a Global Perspective, Report 240, Wageningen UR Livestock Research.

<sup>287</sup> In 2000, Council of Europe Conventions were in place on the protection of animals kept for farming purposes, animals for slaughter, the protection of pets and the use of animals for experimental purposes. There were also recommendations for a range of farm animal species (cattle, sheep, goats, calves, domestic fowl, ratites, fur animals, ducks and geese) and resolutions for laboratory and pet animals. Since 2000, a Convention for the protection of animals during international transport has been completed, together with recommendations for the transport of horses, pigs, cattle, sheep and goats and poultry. Further recommendations have been made for other farm animal species (turkeys, pigs and farmed fish). In 2007, the EU and the Council of Europe signed a Memorandum of Understanding providing a new framework for enhanced co-operation and political dialogue.

<sup>288</sup> In 2000, 41 countries were members of the Council of Europe and there were 16 Member States in the EU. By 2008, memberships had increased to 47 and 27 respectively

<sup>289</sup> [www.fawc.org.uk/freedoms.htm](http://www.fawc.org.uk/freedoms.htm)

<sup>290</sup> A widely recognised framework on the use of laboratory animals, as referred to in Section 3.1.

<sup>291</sup> These recommendations addressed the slaughter of animals, the transport of animals by sea, land and air, and the killing of animals for disease control purposes.

<sup>292</sup> Mohan Raj, University of Bristol, personal communication.

<sup>293</sup> For animals transported by air, stocking density recommendations, agreed by the International Air Transport Association (IATA) are included.

<sup>294</sup> Standards for beef cattle and broiler chicken production systems are expected to be completed by 2012 with standards for other farm animal species expected to follow. Also under discussion is guidance on the use of animals in research, testing or teaching.

<sup>295</sup> A brief explanation of this term is given in Section 3.1.

<sup>296</sup> As noted in Section 3.5, animal welfare standards set by the OIE are not legally underpinned by the WTO Sanitary and Phytosanitary (SPS) Agreement, unlike the OIE's sanitary standards.

<sup>297</sup> This document can be downloaded from [http://www.daff.gov.au/data/assets/pdf\\_file/0003/788205/asia-fareast-oceania-strategy.pdf](http://www.daff.gov.au/data/assets/pdf_file/0003/788205/asia-fareast-oceania-strategy.pdf)

<sup>298</sup> FVO missions in which animal welfare has been a key part have included Brazil (poultry meat, 2004 and 2007), Chile (poultry meat, 2001) and Thailand (poultry meat, 2001). Other missions have been carried out in which animal welfare has been included but has not been the key objective. Mission reports can be accessed from the FVO website [http://ec.europa.eu/food/fvo/index\\_en.cfm](http://ec.europa.eu/food/fvo/index_en.cfm)

<sup>299</sup> Data prepared by Robert Hoste, pig production economist, Wageningen UR, Netherlands in a technical article 'Environment and welfare melt Dutch cost advantage' based on a study commissioned by the Dutch Ministry of Agriculture, Nature and Food Quality and the Product Boards for Livestock, Meat and Eggs and undertaken by LEI Wageningen UR. The cost of pig production figure quoted for the Netherlands (€1.40 / kg) excludes the €0.05 / kg cost for 'production rights'.

<sup>300</sup> van Horne P.L.M and Achterbosch T.J (2008) Poultry Welfare and EU Standards. *World's Poultry Science Journal*, Vol.64, March 2008.

<sup>301</sup> The Poultry and Egg Sectors: Evaluation of the Current Market Situation and Future Prospects. A study undertaken by Agra CEAS Consulting with input from LEI and ITAVI for the Directorate General for Internal Policies (2010)

<sup>302</sup> A comparison of global chicken standards (RSPCA) stated that the upper stocking densities for chickens were 35kg/m<sup>2</sup> in Brazil, 26kg/m<sup>2</sup> in Argentina and 20-34kg/m<sup>2</sup> in Thailand.

<sup>303</sup> LEI (2008) *Production costs of table eggs; an international comparison*, Summary of LEI report 2008-071

<sup>304</sup> The Poultry and Egg Sectors: Evaluation of the Current Market Situation and Future Prospects. A study undertaken by Agra CEAS Consulting with input from LEI and ITAVI for the Directorate General for Internal Policies (2010).

<sup>305</sup> However, it should be noted that 97% of the respondents (8814 out of 9086) were based in the EU and only 3% (272 out of 9086) were from third countries.

<sup>306</sup> Animal Welfare Worldwide – the Role of Veterinary Services in Improving Animal Care, report by the RSPCA, IFAW, WSPA, DBV SPCA, Eurogroup for Animals, Humane Society International and Compassion in World Farming.

<sup>307</sup> Supporting the implementing of OIE Animal Welfare Standards: the Role that Civil Society Plays, report prepared by the RSPCA, in association IFAW, WSPA, DBV SPCA, Eurogroup for Animals, Humane Society International and Compassion in World Farming.

<sup>308</sup> International Co-operation on Harmonisation of Technical Requirements for Registration of Veterinary Medicinal Products (VICH).

<sup>309</sup> International Conference on Harmonisation of Technical Requirements for Registration of Pharmaceuticals for Human Use (ICH).

<sup>310</sup> European Convention for the Protection of Vertebrate Animals used for Experimental and Other Scientific Purposes.

## Question 7

<sup>311</sup> This estimate excludes expenditure by EFSA and other agencies and by JRC/ECVAM, which are detailed separately below. These annual estimates may be significantly increased by one-off extraordinary expenditures in certain years, e.g. €4 million for preparatory action for control posts in 2009.

<sup>312</sup> Based on average staff expenditure of €85,000 per staff member per annum, based on DG SANCO total staff related expenditure of €66.2 million in 2008 and internal staff numbers of 780 (from EU Budget).

<sup>313</sup> Based on average office overheads of €11,000 per staff member, using total of €10.6 million for DG SANCO in 2008, and total internal and external staff numbers of 940.

<sup>314</sup> Estimated staffing numbers for animal welfare and related activities in 2010 (full time equivalents): DG SANCO - 12.2 (including animal welfare unit, cosmetics and legal section); FVO – 9; DG Environment – 2.3; others (Enterprise, Research, Trade, Agriculture) – 2.5 total.

<sup>315</sup> The current staff include 5 permanent officers, one secretary; 2 contracting agents on communications and 3 national experts seconded to the Commission.

<sup>316</sup> Eurostat (2009) Agricultural Statistics 2007/08. [http://epp.eurostat.ec.europa.eu/cache/ITY\\_OFFPUB/KS-ED-09-001/EN/KS-ED-09-001-EN.PDF](http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-ED-09-001/EN/KS-ED-09-001-EN.PDF)

<sup>317</sup> Council Decision 2009/470/EC on expenditure in the veterinary field.

<sup>318</sup> Item 17 04 02 in the EU Budget – Other measures in the veterinary, animal welfare and public-health field. Individual expenditures are itemised.

<sup>319</sup> Commission Decision (2009/75/EEC) of 13 October 2009 concerning the adoption of a financing decision towards a preparatory action on control posts for 2009.

<sup>320</sup> Commission Decision (2009/333/EC) of 20 April 2009 on the financial contribution of the Community for the year 2009 for the computerisation of veterinary procedures, the system of notification of animal diseases, communication measures and studies and evaluations and on a grant to the OIE based on article 168(1)(c) of Regulation (EC, Euratom) No 2342/2002.

<sup>321</sup> DG SANCO, 2010 Communications Plan – more details in Section 3.4.

<sup>322</sup> Directive 2010/63/EU on the protection of animals used for scientific purposes. [http://ec.europa.eu/environment/chemicals/lab\\_animals/pdf/2010\\_63.pdf](http://ec.europa.eu/environment/chemicals/lab_animals/pdf/2010_63.pdf). Article 35 (1) states that: The Commission shall, when there is due reason for concern, taking into account inter alia the proportion of inspections carried out without prior warning, undertake controls of the infrastructure and operation of national inspections in Member States.

<sup>323</sup> Question 14.i - EU resources (financial and staff) for the preparation of animal welfare policy are suitable with regard to the welfare of... (farm, experimental, pet and wild animals).

Question 14.ii - EU resources (financial and staff) for the implementation of animal welfare policy are suitable with regard to the welfare of... (farm, experimental, pet and wild animals).

<sup>324</sup> Average scores out of 5 (where 1=strongly disagree, 2=disagree, 3=neither agree nor disagree, 4= agree and 5 = strongly agree) were as follows: EU resources (financial and staff) for the preparation of animal welfare policy are suitable with regard to the welfare of farm animals (3.15), experimental animals (3.13), pet animals (2.98), wild animals (2.83). EU resources (financial and staff) for the implementation of animal welfare policy are suitable with regard to the welfare of farm animals (3.06), experimental animals (3.04), pet animals (2.91) and wild animals (2.76).

<sup>325</sup> 78% of keepers of wild animals responding to this question agreed or strongly agreed that current levels of resources for preparation of animal welfare policy were suitable; average score = 3.46 out of 5.

<sup>326</sup> The relevant measures under EAFRD are:

- Measure 121 - Modernisation of agricultural holdings - allows co-funding of investments which improve the overall performance of the agricultural holding and respect new Community standards (for a period up to 3 years after the standard becomes mandatory). This allows, for example, co-financing of investments in enriched cages to meet the requirements of the Laying Hens Directive.
- Measure 131 – Meeting Standards based on Community Legislation – allows support to contribute to costs incurred and income foregone caused to farmers who have to apply new standards in the fields of the environmental protection, public health, animal and plant health, animal welfare and occupational safety. Support is limited to a maximum of 5 years and €10,000 per holding.
- Measure 215 – Animal welfare payments - enables payments to be granted to farmers who make animal welfare commitments on a voluntary basis, providing these go beyond mandatory standards set in EU and national law. Payments shall be granted annually to cover additional costs and income foregone resulting from the commitment made, and if necessary, transaction costs. Support shall be limited to a maximum of €500 per livestock unit. In addition, Article 68 of the main CAP Regulation (73/2009) allows Member States to retain up to 10% of their national ceilings for direct payments and to use this to grant specific support to farmers for various measures, including to enhance animal welfare standards.

<sup>327</sup> Eurogroup for Animals (2010) Overview of the animal welfare payment measure in EU Member States rural development programmes 2007-2013. <http://www.eurogroupforanimals.org/policy/pdf/CAPwelfaremeasuresAug2010.pdf>



<sup>328</sup> The regions implementing Measure 215 are Austria, Estonia, Finland (mainland), Germany (mainland and the regions of Hamburg and Bavaria), Hungary, Italy (8 regions), Slovakia, Spain (4 regions) and UK (Scotland).

<sup>329</sup> Commission of the European Communities (2009) Rural Development in The European Union Statistical and Economic Information. Report 2009. December 2009.

[http://ec.europa.eu/agriculture/agrista/rurdev2009/RD\\_Report\\_2009.pdf](http://ec.europa.eu/agriculture/agrista/rurdev2009/RD_Report_2009.pdf)

**Measure 215 - Animal Welfare Payments - in Rural Development Financial Plans, 2007 to 2013  
programming period (€).**

	<b>EAFRD contribution</b>	<b>Total public expenditure</b>	<b>Private expenditure</b>
Germany	44,835,000	78,700,000	-
Estonia	17,379,226	21,724,033	-
Spain	30,919,493	71,586,267	-
Italy	133,465,414	295,743,638	-
Austria	24,576,216	49,191,238	-
Slovakia	64,460,250	81,307,815	-
Finland	29,400,000	105,000,000	-
UK	6,192,379	19,144,532	4,806,432
<b>EU27</b>	<b>351,227,978</b>	<b>722,397,523</b>	<b>4,806,432</b>

<sup>330</sup> Commission of the European Communities (2009) Rural Development in The European Union Statistical and Economic Information. Report 2009. December 2009.

[http://ec.europa.eu/agriculture/agrista/rurdev2009/RD\\_Report\\_2009.pdf](http://ec.europa.eu/agriculture/agrista/rurdev2009/RD_Report_2009.pdf)

<sup>331</sup> Commission of the European Communities (2009) 2nd financial report on the financial implementation of the European Agricultural Fund for Rural Development (EAFRD) Year 2008.COM(2009)547 final.

[http://ec.europa.eu/agriculture/fin/finrep/eafdr/2008\\_en.pdf](http://ec.europa.eu/agriculture/fin/finrep/eafdr/2008_en.pdf)

<sup>332</sup> RSPCA/Eurogroup for Animals (undated) Targeted Help: Improving Farm Animal Welfare in Scotland under the Rural Development Programmes. The only compulsory measures required by the Animal Health and Welfare Management Programme related to the use of treatments, vaccines and medications. Voluntary options included measures related to biosecurity plans and sampling, inspection and monitoring to collate performance indicators and analyse animal health and welfare related observations, forage and nutritional advice. There were delays in approving the payment in the latest programme, with the Commission requiring modification to increase the focus on welfare rather than animal health.

<sup>333</sup> Begschmidt and Schrader (2009) examined the effect on AW of investments in animal housing through Farm Investment Scheme (FIS) measures in Germany. The FIS budget (public funds) amounted to € 1.34 billion during the period 2000 to 2006. The largest share of these funds was disbursed for the construction of dairy housings followed by pig fattening stables. In Germany, 11 000 dairy and 2 400 pig housings were subsidised by the FIS in the years 2000 to 2006. FIS primarily promotes the competitiveness of the agricultural sector, though improving animal welfare is an additional objective. Using behaviour based indicators, the authors found significant improvements in welfare of dairy cows but a deterioration of that for fattening pigs.

<sup>334</sup> EU Budget 2008.

<sup>335</sup> Council Regulation (EC) No 1782/2003 of 29 September 2003 establishing common rules for direct support schemes under the common agricultural policy and establishing certain support schemes for farmers.



<sup>336</sup> European Commission (2007) A new Animal Health Strategy for the European Union (2007-2013) where "Prevention is better than cure". [http://ec.europa.eu/food/animal/diseases/strategy/docs/animal\\_health\\_strategy\\_en.pdf](http://ec.europa.eu/food/animal/diseases/strategy/docs/animal_health_strategy_en.pdf)

<sup>337</sup> The Memorandum sets out projected expenditures over a 5 year period (2008-2012). It identifies total financial resources of €45 million in 2008, including €7.5 million for enforcement, €8 million for research and €15 million to support improvement in animal housing. Staffing of the General Inspection Service was expected to grow from 27 FTE in 2006 to 75 FTE in 2010. In 2007 and 2008 the Food Quality Campaign of the Netherlands Nutrition Centre focused on animal welfare, with an annual budget of €1.8 million. The majority of resources in the Netherlands relate to farm animals; expenditure relating to pet animals amounts to €2m annually, while the Dutch animal experiments unit has one full time member of staff and a small (€300k) budget for research into alternatives.

<sup>338</sup> Examples of resources devoted to administration in Member States include:

- Belgium- The Federal Government animal welfare unit has 12 members of staff
- Denmark - There are 8 full-time lawyers working on animal welfare in the Ministry of Justice and 10-11 veterinary officers in the Veterinary and Food Administration. The latter spends 6.8 million Dkk (€0.9m) annually on animal welfare inspections (excluding cross compliance). The cost of follow-up visits is borne by the business involved, this being charged at full economic cost.
- France - 125 FTE jobs are assigned to controls on animal protection
- Germany – The animal welfare unit of the Federal ministry has 10 staff while the Land ministries each have their own AW unit with several staff. About 400 inspection authorities deal with enforcement.
- Italy – the AW unit has 9 staff members and a 'task force' for pet animals was formed recently with 7 staff. There are about 200 state veterinarians in total and about 5000 veterinarians working in the regions (local veterinarians).
- UK - The budget for animal welfare enforcement is around £9m (€10m) per year for farm animals, and has been fairly static over the period 2000-8. In addition, some £1m (€1.1m) was spent on communications annually over the period. Significant UK funding has been spent on training for new Member States. International initiatives were costing around £0.5m (€0.6m) per year at the start of the evaluation period (including training, Council of Europe, OIE) but this had decreased to around £0.25m (€0.3m) by the end of the period.

<sup>339</sup> Examples of resources devoted to animal welfare research in Member States include:

- Belgium- the Federal Government animal welfare unit funds animal welfare research to the value of €0.3-0.6m annually, in addition to low levels of funding at regional level.
- Denmark - Public research on animal welfare is funded by a variety of national agencies and institutes; technical institutes also deliver applied research into animal welfare issues, much of it privately funded.
- Italy –The national ministry funds research into farm animal welfare issues, and to a lesser extent pets and experimental animals.
- Spain – Since 2005 the Sectoral Plan of Agrarian and Agri-food Research has invested almost €3 million in animal welfare research. A significant part of that figure comes from European regional development funds.
- Sweden – Government funds 18m Krona (€1.7m) of farm animal research and 13 million krona (€1.2m) for research on alternative testing methods annually.
- UK - Some £4-5m (€4.5-€5.6m) was spent on research annually over the 2000-2008 period. £3m (€3.4m) was spent in 2009/10 on research for 'improving the welfare of kept animals' (including 20% on transport and markets; 52% on farm, 11% slaughter, 15% on companion animals). The share for companion animals has increased. The National Centre for the Replacement, Refinement and Reduction of Animals in Research (NC3Rs), established in 2004, is mostly publicly funded and awarded grants worth €3.14 million in 2007, with further growth since then.

<sup>340</sup> Devolder, T; Reid, K; Rogiers, V; Webb, S; and Wilkins, D. (2008) Research Expenditure for 3R Alternatives - A Review of National Public Funding Programmes in European Countries. *Altex* 25, 3/08.

## Question 8

<sup>341</sup> Question 15.i.ii: "EU policy for animal welfare addresses the needs and expectations of EU stakeholders and citizens". Strongly agree (4%); agree (32%); neither agree nor disagree (22%); disagree (27%); strongly disagree (15%).

<sup>342</sup> Online consultation question 11i. Number of responses to this question was 8069.

<sup>343</sup> Online consultation question 11ii. The number of responses to the question was 7963.

<sup>344</sup> Online consultation question 12 asked respondents whether they agreed that current EU policy covers relevant matters with regard to the welfare of different animal types. The opinions were, for farm animals: all relevant matters (37%), most (14%), not enough (41%), none (8%), 7375 respondents. For experimental animals: all relevant matters (15%), most (35%), not enough (38%), none (12%), 7191 respondents. For pets: all relevant matters (38%), most (16%), not enough (38%), none (9%), 7118 respondents. For wild animals: all relevant matters (40%), most (8%), not enough (40%), none (12%), 7199 respondents.

<sup>345</sup> [http://europa.eu/scadplus/constitution/objectives\\_en.htm](http://europa.eu/scadplus/constitution/objectives_en.htm)

## Question 9

<sup>346</sup> Further information is available at: <http://ec.europa.eu/environment/newprg/index.htm>

<sup>347</sup> Online consultation question 17. This question asked respondents to indicate the extent to which they agreed or disagreed with the statement that EU animal welfare legislation is consistent with policies for the environment. 23% either agreed strongly or agreed compared to 53% that disagreed or strongly disagreed, while 24% neither agreed nor disagreed. The number of responses to this question was 5,540.

<sup>348</sup> Eurogroup for Animals, the RSPCA and Compassion in World Farming (2010). *Towards a New Animal Welfare Strategy 2010+*

<sup>349</sup> For example, the extensive use of synthetic fertilisers in the production of cereals for diet of pigs and poultry. The manufacture and application of these nitrogen fertilisers leads to substantial emissions of greenhouse gasses. The excess nitrogen emanating from liquid manure and mineral fertilisers (applied to crops and used in animal feed) has led to water pollution, soil degradation and poor air quality.

<sup>350</sup> CIWF and Friends of the Earth (2009) *Eating the Planet? How we can feed the world without trashing it*.

<sup>351</sup> Steinfeld, H., Gerber, P., Wassenaar, T., Castel, V., Rosales, M., de Haan, C. (2006). *Livestock's Long Shadow: Environmental Issues and Options*. Rome: Food and Agriculture Organization of the United Nations.

<sup>352</sup> Garnett T (2010) Intensive versus extensive livestock systems and greenhouse gas emissions. FCRN briefing paper, January 2010 [http://www.fcrn.org.uk/fcrnPublications/publications/PDFs/FCRN\\_int\\_vs\\_ext\\_livestock.pdf](http://www.fcrn.org.uk/fcrnPublications/publications/PDFs/FCRN_int_vs_ext_livestock.pdf)

<sup>353</sup> Siegford, J.M., Powers, W., Grimes-Casey, H.G. (2008). Environmental aspects of ethical animal production. *Poultry Science* 87(2), 380-386. This paper reviews studies that may elucidate areas of potential conflict or synergy between the aims of environmental stewardship and animal welfare. Examples are given mainly from cattle and pig production systems.

<sup>354</sup> Source: [http://ec.europa.eu/food/animal/diseases/strategy/index\\_en.htm](http://ec.europa.eu/food/animal/diseases/strategy/index_en.htm)

<sup>355</sup> [http://ec.europa.eu/food/animal/welfare/index\\_en.htm](http://ec.europa.eu/food/animal/welfare/index_en.htm)

<sup>356</sup> Finland's EU Presidency (2006) *The European Model of Agriculture - Challenges Ahead. A Background Paper for the Meeting of Ministers of Agriculture in Oulu 26.9.2006*. [http://www.euroqualityfiles.net/Documents%20EUAM%20and%20CEECAPEurope/Future%20policy/oulu\\_europe\\_an\\_model\\_agriculture\\_en.pdf](http://www.euroqualityfiles.net/Documents%20EUAM%20and%20CEECAPEurope/Future%20policy/oulu_europe_an_model_agriculture_en.pdf)

<sup>357</sup> Online consultation question 17. The number of responses to this question was 5,495.

<sup>358</sup> Source: [http://ec.europa.eu/environment/chemicals/reach/reach\\_intro.htm](http://ec.europa.eu/environment/chemicals/reach/reach_intro.htm)

<sup>359</sup> As stated in Regulation (EC) 561/2006 the daily driving period should not exceed 9 hours, with an exemption of twice a week when it may be 10 hours. The daily rest period can be at least 11 hours, with an exception of going down to 9 hours three times a week. Breaks of at least 45 minutes (separable into 15 minutes followed by 30 minutes) should be taken after 4.5 hours at the latest. Source: [http://ec.europa.eu/transport/road/social\\_provisions/driving\\_time\\_en.htm](http://ec.europa.eu/transport/road/social_provisions/driving_time_en.htm)

<sup>360</sup> The Gothenburg Agenda, now the EU's Sustainable Development Strategy (SDS) sets out the European level vision for implementation sustainable development principles across the EU Member States. The SDS was adopted by the European Council in June 2006. It is an overarching strategy for all EU policies which sets out how we can meet the needs of present generations without compromising the ability of future generations to meet their needs.

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<sup>361</sup> [http://europa.eu/scadplus/glossary/lisbon\\_strategy\\_en.htm](http://europa.eu/scadplus/glossary/lisbon_strategy_en.htm)

## Question 10

<sup>362</sup> Q 17.i.iv: EU animal welfare legislation is consistent with the economic sustainability of the farming sector - Strongly agree (5%); agree (15%); neither agree nor disagree (31%); disagree (15%); strongly disagree (34%); average score out of 5 = 2.42 where 1 is strongly disagree, 3 is neither agree nor disagree and 5 = strongly agree

<sup>363</sup> Among farmers' associations, only 5% agreed or strongly disagreed while 56% disagreed or strongly disagreed. Among government departments, 40% agreed or strongly agreed while 31% disagreed or strongly disagreed.

<sup>364</sup> Q 16.i.iv: EU legislation for farm animal welfare disadvantages EU producers relative to competitors outside the EU/ EEA – Strongly agree (30%); agree (16%); neither agree nor disagree (22%); disagree (17%); strongly disagree (15%); average score out of 5 = 3.29 where 1 is strongly disagree, 3 is neither agree nor disagree and 5 = strongly agree. The proportion of respondents agreeing or strongly agreeing was: 80% of those responding on behalf of organisations; 33% of individual respondents; 62% of keepers of farm animals; 74% of food processors; 59% of those involved in transport of animals; 91% of keepers of wild animals; 59% of food retailers and distributors; 71% of those involved in the treatment of animals; 54% of representatives of government departments; 61% of farmers' associations and 54% of organisations for the protection of animals.

<sup>365</sup> Q 18.i.ii: EU animal welfare standards in relation to farm animals have increased the market value of products - Strongly agree (7%); agree (17%); neither agree nor disagree (29%); disagree (37%); strongly disagree (11%); average score out of 5 = 2.72 where 1 is strongly disagree, 3 is neither agree nor disagree and 5 = strongly agree

<sup>366</sup> Q 16.i.vi: The costs for farmers to follow EU animal welfare policy are covered by increased farmgate prices - Strongly agree (5%); agree (15%); neither agree nor disagree (30%); disagree (16%); strongly disagree (34%); average score out of 5 = 2.42 where 1 is strongly disagree, 3 is neither agree nor disagree and 5 = strongly agree

<sup>367</sup> Information about costs was provided in France, Germany, Italy, Poland, Spain, Sweden and the UK. In Poland and Spain the need for skilled labour and the costs of staff training were highlighted.

In Italy it was suggested that small farm operations had closed in the face of higher costs, while in Germany the ban on cages for laying hens in 2009 is believed to have caused some farmers to leave the industry. In both countries it was found that the costs of new animal welfare rules required a period of adjustment among farm businesses, after which business conditions stabilised. It was also recognised that animal welfare improvements can have business benefits by providing new marketing opportunities. This view was expressed in Sweden and Italy in particular. In Spain and Hungary, where evidence suggests that consumers' willingness to pay higher animal welfare standards is limited, concern was expressed about increased costs and effects on international competitiveness. A number of industry studies in Spain have claimed high estimates of the costs of EU animal welfare legislation <http://albeitar.portalveterinaria.com/noticia/4764/ACTUALIDAD-ESPA%C3%91A/legisladores-ganaderos-disienten-sobre-repercusion-economica-normativa-sobre-bienestar-animal.html>

<sup>368</sup> This argument is supported by evidence relating to consumer purchasing patterns.

<sup>369</sup> See Section 3.7

<sup>370</sup> As stated in CIWF (2010) Economics letter: *High welfare farming practices can often achieve productivity that is equal to, or even better than, that of intensive livestock production. In better welfare systems, animals will tend to be healthier. This can lead to savings in terms of reduced expenditure on veterinary medicines and lower mortality rates. Animals reared to good welfare standards also can produce economic benefits in terms of better feed conversion ratios, higher growth rates, fewer injuries as well as better immune response and ability to resist disease.*

<sup>371</sup> Lawrence A B and Stott A W (2009) *Profiting from Animal Welfare: An Animal-Based Perspective*. Paper to Oxford Farming Conference, 2009. Scottish Agricultural College

<sup>372</sup> CIWF, Eurogroup and RSPCA (2010). *Towards a New Animal Welfare Strategy 2010+*. A paper by Eurogroup for Animals, the RSPCA and Compassion in World Farming.

<sup>373</sup> For example, a 2006 Eurobarometer survey asked EU consumers what additional price premium they would be willing to pay for hen's eggs sourced from animal welfare friendly production systems. Across the EU27, responses were: no premium (34%); 5% premium (25%); 10% premium (21%); 25% premium (7%); more than

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25% premium (4%); don't know (9%). European Commission (2007) Special Eurobarometer - Attitudes of consumers towards the welfare of farmed animals Wave 2. [http://ec.europa.eu/food/animal/welfare/survey/sp\\_barometer\\_fa\\_en.pdf](http://ec.europa.eu/food/animal/welfare/survey/sp_barometer_fa_en.pdf)

<sup>374</sup> Lawrence and Stott (2010) *Animal Welfare and Profitable Farming – Getting the Best of Both Worlds*. NFU Conference 2010

<sup>375</sup> Based on annual EU production costs of €2.4 billion, annual EU output of 807,000 tonnes per year, Agriculture in the European Union - Statistical and economic information 2009 (and equivalent reports for 2004 and 2007). [http://ec.europa.eu/agriculture/agrista/2009/table\\_en/index.htm](http://ec.europa.eu/agriculture/agrista/2009/table_en/index.htm)

<sup>376</sup> Agriculture in the European Union - Statistical and economic information 2009 (and equivalent reports for 2004 and 2007). [http://ec.europa.eu/agriculture/agrista/2009/table\\_en/index.htm](http://ec.europa.eu/agriculture/agrista/2009/table_en/index.htm)

<sup>377</sup> Agra CEAS Consulting, LEI and ITAVI (2010) *The Poultry and Egg Sectors – Evaluation of the Current Market Situation and Future Prospects*. Report to European Parliament

<sup>378</sup> A study in the Netherlands estimated the likely costs of the Directive based on research results, practical experience abroad and information from experts. It estimated the production cost in the enriched cage to be 7.8% higher in comparison with the traditional cage (with 550cm<sup>2</sup> per hen), mainly because of higher housing costs. The production cost for barn hens held in aviary houses is 21.4% higher than the traditional cage, because of more expensive birds (reared in alternative systems), higher feed costs (because of a higher feed consumption), higher housing costs, higher labour costs and a lower egg production per bird housed. In comparison with the eggs produced in enriched cages the selling price for barn eggs must be €0.09 per kg higher in order to cover the extra costs for the production of these eggs. The production cost increase for the cages used in Germany (kleingruppenhaltung) are slightly higher than the new minimum standards, with costs 10 -10.5% higher than the traditional cage-laid eggs. Although the EU industry is currently protected by international competition from tariffs, tariff reduction under the WTO could lead to the food industry replacing European liquid egg product with powdered egg from countries outside the EU. van Horne P L M, Tacken G M L, Ellen H H, Fiks-van Niekerk G C M, Immink VM and Bondt N (2007) *Verbod op verrijkte kooien voor leghennen in Nederland. Een verkenning van de gevolgen*. LEI, Den Haag.

<sup>379</sup> A study for the Commission by Agra CEAS estimated that the introduction of enriched cages will increase production costs by about 10%, or just less than 1 cent per egg compared to the current cost of 9 cents per egg. The extra costs of barn eggs and free range eggs were estimated at 1.3 cents and 2.6 cents per egg respectively. It was estimated that producer gross margins per kilogramme of eggs are higher for barn and free range systems, the latter being twice as high as for unenriched cage systems, even though the overall value of output may be lower. Agra CEAS Consulting Ltd (2005) *Study on the socio-economic implications of the various systems to keep laying hens*. Report for European Commission, Brussels. Updated version 2005, [http://europa.eu.int/comm/food/animal/welfare/farm/socio\\_economic\\_study\\_revised\\_en.pdf](http://europa.eu.int/comm/food/animal/welfare/farm/socio_economic_study_revised_en.pdf)

<sup>380</sup> Unpublished estimates by Unione Nazionale dell'Avicoltura in Italy put the extra costs of enriched cages at 10% of the price of each egg.

<sup>381</sup> Bagnara G (2009) *The Impact of Welfare on the European Poultry Production: Political Remarks*. Poultry Welfare Symposium Cervia, Italy, 18-22 May 2009. Another unpublished Italian study puts the extra cost of enriched cages at 1 cent per egg, approximately 14% higher than for conventional cages.

<sup>382</sup> A recent Spanish study estimates that additional costs arising from the application of EU standards amount to €0.16 per dozen. Of the extra costs, 76% (€2.52 per bird per year, € 0.12 / dozen, or €0.01 per egg) correspond to the application of Directive 1999/74 on the welfare of laying hens. The extra costs relate to the capital costs of housing and running costs of feed, labour, energy and maintenance. The paper concluded that this disadvantages producers compared with those in third countries. [D. Pazos, D. Lizaso, J. C. García and P. Alonso (2010) *Costes legislativos para el sector productor de huevos (y II) Medio ambiente, control de Salmonella, trazabilidad y otros*. *Mundo Ganadero* March 2010.

Spain's national association of egg producers, INPROVO, estimated the one-off cost of implementing the Directive at €500-600 million in Spain alone.

<sup>383</sup> In addition to the above, a Californian study compared the costs of egg production in caged and non-caged systems on the same farms, and found that the latter averaged 20% higher, due to a combination of higher feed costs (more feed consumption and fewer eggs per laying hen), higher laying hen mortality, higher direct housing

costs and higher labour costs. Higher costs were outweighed by a 25% price premium for eggs from non-caged systems in April 2008. However, the authors predicted that if caged systems were banned unilaterally by California, this would result in most of the industry being replaced by imported eggs from caged systems in other US states, with little or no change in overall welfare standards. Daniel A. Sumner, J. Thomas Rosen-Molina, William A. Matthews, Joy A. Mench and Kurt R. Richter (2008) *Economic Effects of Proposed Restrictions on Egg-laying Hen Housing in California*. July 2008. University of California Agricultural Issues Center]. Another US study commissioned by United Egg Producers estimated that a national cage ban would increase egg prices by 25%, due to greater costs of pullets, feed, labour and housing, increasing costs to consumers by \$2.66 billion, with greatest impact on low income groups. An increased area of land would be required for feed production. [Promar International (2009) *Impacts of Banning Cage Egg Production in the United States*. A report prepared for United Egg Producers, August 2009. Alexandria, US

<sup>384</sup> Based on production of 7.0 million tonnes of eggs annually at an average cost of 0.65 per kg, with 74% of EU production in caged systems, and a 9% increase in average production costs as a result of the Directive.

Sources: DG Agriculture (2009) *Agriculture in the European Union - Statistical and economic information 2009*

Van Horne (2008) *Production costs of table eggs; an international comparison*

<http://www.thepoultrysite.com/articles/1576/eu-egg-production-beyond-the-2012-cage-ban>

<sup>385</sup> 25% of respondents to a 2007 Eurobarometer survey indicated they were willing to pay a 5% premium for eggs from an enhanced welfare system, and a further 32% were willing to pay a premium of 10% or more (overall 57% ready to pay a premium). Only 34% were unwilling to pay a price premium.

<sup>386</sup> Eurobarometer (2007a and 2007b)

<sup>387</sup> The national missions revealed some concerns about the impacts of the legislation at national level. According to consultees in Romania, the acquisition of new enriched cages will increase operating costs by 15%-20%. There is concern that this will affect competitiveness and demand, in the context of limited consumer willingness to pay for higher welfare. In Germany, which introduced the ban on conventional cages in 2009, it was suggested that production has declined and that some producers have exited, but that the industry is now adapting and that production is recovering.

<sup>388</sup> For example, in 2004 a group of European egg producers predicted that the EU industry would contract by a third, and called for the ban on conventional cages to be delayed to 2022. Comité National pour la Promotion de l'Oeuf (CNPO), Dutch Poultry Producers Organization (NOP), Unione Nazionale Dell'Avicoltura (UNA), Avitalia, Portuguese Poultry Association of Egg Producers (ANAPO), Asociación Española de Productores de Huevos (ASEPRHU), Greek Poultry Association (SPEE), National Farmers' Union (NFU), Zentralverband der Deutschen Geflügelwirtschaft e.V. (ZDG) Fédération de Wallonie, and Group of Slovenian Egg Producers (represented by Jata Co) (2004) *The Present and Future State of European Egg Production and Egg Quality Following the Implementation of the European Layer Welfare Directive 1999/74/CE*. Unpublished PowerPoint presentation.

<sup>389</sup> Agra CEAS Consulting, LEI and ITAVI (2010) *op cit*.

<sup>390</sup> Van Horne et al (2007), *op cit*.

<sup>391</sup> Van Horne P.L.M. and Achterbosch T.J. (2008) *Animal welfare in poultry production systems: impact of European Union standards on world trade*. Agricultural Economics Research Institute (LEI), Wageningen University and Research Center (WUR), The Hague, Netherlands

<sup>392</sup> RSPCA and Eurogroup (undated) *Hard Boiled Reality - animal welfare-friendly egg production in a global market*. RSPCA, Horsham, UK.

<sup>393</sup> European Commission (2009) *Agriculture in the European Union - Statistical and economic information 2009*

<sup>394</sup> Examples of studies estimating cost increases:

A recent Dutch study estimated average capital costs for new buildings at €120 (to expand the living area) and €60 (for adjustment of the slat width) per fattening pig. Investment for group housing and area requirements for piglets were estimated at €300 - €400 per sow. The authors suggested that this would reduce the profitability of the industry, and that, given recent poor financial performance, many farms would be unable to finance the required investments and would leave the industry. Baltussen W.H.M., R. Hoste, H.B. van der Veen, S. Bokma,



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P. Bens and H. Zeewuster. 2010. *Economic impact of existing Regulations on Dutch farms with pigs*. Wageningen UR LEI Report 2010-010

Estimates from the EconWelfare project show that increases in production costs as a result of group housing for sows range from 0.5% in Spain to 0.8% in the UK, Netherlands and Germany. In France, Denmark and Belgium the increase is 0.7% and in Italy, 0.6%. In addition provision of straw adds 0.7% to production costs in Italy and 0.9% in the Netherlands. CRPA presentation to DG SANCO workshop on pig welfare, November 2009.

A UK study estimated that the total costs of pig production in cents per kg carcass weight rise from 136.1 in fully slatted systems and 132.4 in partly slatted systems to 142.2 in straw based and 142.9 in free range systems. Higher welfare systems were estimated to have higher costs of feed and materials but lower costs of housing and waste management. Bornett H L I, Guy J H and Cain P J (2003) Impact of Animal Welfare on Costs and Viability of Pig Production in the UK. *Journal of Agricultural and Environmental Ethics* 16, 163-186

A study in France estimated the cost of animal welfare improvements in the pig sector at between 0.18 to 0.90 F (€0.03 to 0.14) per kg carcass compared to the use of individual stalls, depending on the system adopted (the highest costs being for outdoor systems). Gourmelen C., Salaün Y, and Rousseau P. (2001) Incidence économique, en production porcine, de l'évolution des contraintes réglementaires relatives au bien-être animal. *Journées Rech. Porcine en France*, 33, 325-331. A later study gave lower costs, estimating the total cost of animal welfare legislation for breeding pigs at €3.6 to €12.5 million in 2005, rising to €15.8-€17.9 million in 2014. Animal welfare costs were estimated to account for a small fraction of overall regulatory costs (environment, welfare, food safety, traceability). Gourmelen C, Ilari E, Dagorn J, Daridan D, Van Ferneij J P, Marouby H, Rieu M And Teffene O (2004) Le coût des contraintes réglementaires pour la production porcine française. *Techni Porc* Vol. 27, No2 – 2004

CIWF cites figures from France, the Netherlands and the UK which show that the total capital and running costs of group housing systems amount to less than 3 cents per kg of pig meat.

University of Bologna (2006) *Study on the Socio-Economic Implications of Different Aspects of Farming Weaners and Pigs Kept for Fattening*. The study assessed the cost of a series of scenarios for improving animal welfare in the pig sector, based on space allowances and floor types, not directly based on the requirements of the Directive itself. The increase in production costs ranged from 0.76% - 4.19% in scenario 1 ("adaptive" scenario, involving an increase in space allowance in a fully slatted system) to 8.68% – 15.78% in scenario 6 ("radical" scenario, in which fully slatted and partly slatted rearing systems shift towards straw based rearing systems). Gross margins decline by 2.00 - 10.67% in Scenario 1 and by 22.55% - 30.75% in Scenario 6. The EU exports substantial volumes of frozen pigmeat, especially to Japan, the US, South Korea and Russia, with 65% of exports coming from Denmark. Production costs in Brazil and Chile are estimated to be less than 50% of those in the EU, US, Canada and Australia. Competition from low cost producers in Brazil and China is increasing, particularly in price sensitive markets such as Russia; quality is a more significant consideration in higher value markets such as Japan.

<sup>395</sup> Examples of studies demonstrating cost reductions from higher welfare systems:

A German study estimated that enhanced welfare standards could either lower or raise production costs depending on the system employed. Grouped housing of sows during gestation and a higher number of fattening pigs per group resulted in a 3.5% reduction in costs, while grouped housing of sows during lactation, mating and gestation raised production costs by 24.6% (€32.4 per animal) compared to standard systems using individual pens and slatted floors. Krieter J (2002) Evaluation of different pig production systems including economic, welfare and environmental aspects. *Arch. Tierz., Dummerstorf* 45 (2002) 3, 223-235

Laurence and Stott (2010) *Animal Welfare and Profitable Farming – Getting the Best of Both Worlds*. NFU Conference 2010

Lammers P (2007) Impact of Gestation Housing System on Weaned Pig Production Cost. *Iowa State University Animal Industry Report 2007* - found that the total cost per weaned pig was 11% less for pigs produced in group pens with individual feed stalls in deep-bedded naturally ventilated hoop barns than in individual gestation stalls in a mechanically ventilated confinement building with slatted floor. Although group pens had higher feed costs, these were offset by lower capital costs and larger numbers of live pigs born per litter.

Compassion in World Farming states that some studies show that group housing can be less costly than the use of sow stalls, by 5-10%.

<sup>396</sup> This is consistent with the evidence above, including the findings of the Econwelfare project and similar figures have been quoted by various stakeholders, including NGOs.

<sup>397</sup> Based on production of 22.6 million tonnes at an average production cost of €1,450 per tonne, and assuming that 95% of production is in indoor systems.

Sources: DG Agriculture (2009) Agriculture in the European Union - Statistical and economic information 2009.

European Commission (2009) Production Costs and Margins of Pig Fattening Farms -2008 Report

<sup>398</sup> Baltussen et al (2010) op cit.

<sup>399</sup> Eurostat (2010) Pig Farming in the EU – A Changing Sector.

[http://epp.eurostat.ec.europa.eu/cache/ITY\\_OFFPUB/KS-SF-10-008/EN/KS-SF-10-008-EN.PDF](http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-10-008/EN/KS-SF-10-008-EN.PDF)

<sup>400</sup> Some evidence of the potential impact of operating to a welfare standard higher than that of competitors within the EU single market is provided by the UK's pig sector. The UK introduced a ban on sow stalls in the UK in 1999, well ahead of their prohibition across the EU as a whole. A 2008 report by the Farm Animal Welfare Council estimated that UK production costs were 12% higher than the EU average, and more than 60% higher than North and South American exporting countries. While it was noted that these costs might to some extent be accounted for by other factors, the report concluded that *"the requirement to phase out sow stalls in advance of the rest of Europe imposed a significant cost penalty on United Kingdom producers for premature rebuilding or refurbishment."* The UK herd declined by 52% between 1997 and 2006, with self sufficiency in pigmeat declining from 84% in 1998, to 50% in 2006, largely due to increased imports from other EU countries. A report by the House of Commons Environment, Food and Rural Affairs Committee concluded that: *The early introduction of a ban on stalls and tethers ahead of most of the EU, and without assistance from the Government, placed a heavy financial burden on the industry.... (The) decision to introduce welfare legislation many years ahead of most of the EU was a significant factor in driving many farms out of business. The decision has placed English producers at a serious disadvantage to their EU counterparts.* A variety of cost estimates are cited in the report. Because high domestic standards are already in place, the additional costs of implementing the Pigs Directive in the UK were estimated to be relatively modest.

Farm Animal Welfare Council (2008) *Animal welfare and the British pig industry*. <http://www.pigworld.co.uk/Pages/BritishPigProduction.html>. The report noted that increased costs of production cannot be ascribed to specific welfare measures, since other costs such as feed, land and labour also differ considerably between countries, but that *the requirement to phase out sow stalls in advance of the rest of Europe imposed a significant cost penalty on United Kingdom producers for premature rebuilding or refurbishment. This often involved a change from a slurry-based to a straw-based system, requiring new manure handling systems, manure stores, machinery and clear span buildings. The capital costs of the feeding systems and buildings alone were estimated at the time of transition to range from £400 to 700 per sow place, a substantial cost in terms of profitability. The ban on sow stalls and the use of straw have imposed significant additional costs on UK pig farmers, who have generally not been rewarded for their efforts in the market place.*

House of Commons Environment, Food and Rural Affairs Committee (2008) *The English Pig Industry*. First Report of Session 2008–09. <http://www.publications.parliament.uk/pa/cm200809/cmselect/cmenvfru/96/96.pdf>. The report cited a variety of cost estimates as a result of the UK stall ban. For example, Pig World has estimated the cost of the ban at £323 million (€363 million); the Farm Animal Welfare Council and BPEX have put the capital cost per sow at £400 to £700 (€449-786); BPEX has estimated that running a stall system is 15% cheaper than running a loose housing system, with the higher welfare standards adding £0.064p (€0.072) per kg deadweight to the cost of pig meat, and quotes Danish sources that put the cost of Danish producers raising meat to UK welfare specifications at an additional £0.05–£0.06 (€0.06 to €0.07) per kg. However, animal welfare groups have disputed these figures, with CIWF putting the additional cost of grouped systems at £0.02 (€0.022) per kg. The RSPCA has argued that Sweden, with higher welfare standards than the UK, has lower production costs, though BPEX puts the difference at £0.023 (€0.026)/kg.

In the UK, a Regulatory Impact Assessment examined the additional costs of the Directive to the industry. A ban on sow stalls has been in place in the UK since 1999 so the Directive had no extra cost in this respect. The additional requirements for manipulable materials, minimum weaning age, access to water, minimum space requirements and flooring were estimated to cost the industry an additional £7.9 to £14.6 million (€8.9 to 16.4 million) per annum, an average of £16-30 (€18-34) per breeding sow or £976 to £1803 (€1097 to 2026) per



holding per year. The costs include additional buildings and equipment, materials, labour costs and lost output. Subsequent reports have concluded that this was a significant underestimate.

<sup>401</sup> Agra CEAS et al (2010) *op cit*

<sup>402</sup> Agra CEAS et al (2010) *op cit*. Based on economic calculations made in Belgium, the UK and the Netherlands, it is estimated that lowering the density to meet the Directive's requirements would potentially increase production costs at farm level by 1-1.5%.

<sup>403</sup> Scottish Government (2005) *Consultation on a Proposal for a Council Directive on the Welfare of Chickens Kept for Meat Production. Regulatory Impact Assessment*. <http://www.scotland.gov.uk/Publications/2005/07/2994408/44089#f>. Based on a 2% increase in production costs, the cost per producer of new welfare standards is estimated at around £15,000 (€17,000) a year. The cost to the broiler industry as a whole is likely to be between £15 million and £20 million (€17-22 million) per year in Scotland.

<sup>404</sup> ITAVI (2010) *Approche des conséquences économiques de l'application au 1er Juillet 2010 de la Directive BEA poulet en France*. The Directive is estimated to reduce the overall birds by 5%, resulting in total losses of €27m to the industry through reduced output, lower demand for chicks, increased unit costs and costs of control of lesions.

<sup>405</sup> Van Horne P L M (2008) *Production cost of broilers in different European countries and across the world: a comparative study and outlook*. LEI, Wageningen

<sup>406</sup> Scientific Committee on Animal Health and Animal Welfare (2000) *The Welfare of Chickens Kept for Meat Production (Broilers)*

<sup>407</sup> Based on midpoint of AgraCEAS estimate of 1-1.5% increase in production costs, production of 11.6 million tonnes at production cost of €1400/tonne carcass weight, and assuming 95% of birds are reared in indoor systems.

Sources: AgraCEAS et al (2010) *op cit*

Van Horne and Achterbosch (2008) DG Agriculture (2009) Agriculture in the European Union - Statistical and economic information 2009.

<sup>408</sup> Van Horne P.L.M and Achterbosch T.J. (2008) Animal welfare in poultry production systems: impact of European Union standards on world trade. *World's Poultry Science Journal*, Volume 64, March 2008

<sup>409</sup> RSPCA (2006) *Everyone's a Winner – How Rearing Chickens to Higher Welfare Standards can Benefit the Chicken, Producer, Retailer and Consumer*. RSPCA, Horsham, UK

<sup>410</sup> European Commission High Level Group of Independent Stakeholders on Administrative Burdens (2009) *Opinion of the High Level Group. Subject: Priority area Food Safety*.

<sup>411</sup> Scottish Government (2006) *The Welfare of Animals During Transport: Consultation on the Implementation of EU Regulation 1/2005. Appendix 6: Partial Regulatory Impact Assessment on Compliance with Council Regulation (EC) No 1/2005 on the Protection of Animals During Transport and Related Operations*. <http://www.scotland.gov.uk/Publications/2006/05/25101804/18>.

Defra (2006) *The Welfare of Animals (Transport) (England) Order 2006. SI 2006/3260. Regulatory Impact Assessment*. <http://www.defra.gov.uk/corporate/policy/regulat/ia/documents/welfare-animals-transport-ria.pdf>

<sup>412</sup> Based on estimate that England and Scotland account for 8% of EU27 livestock units (Eurostat, 2009)

<sup>413</sup> Annualised over 15 years using a 7% discount rate.

<sup>414</sup> Immature cattle for fattening

<sup>415</sup> High costs have been estimated by transport and livestock interests in Spain though few details are provided. Spain's National Association of Transport of Animals (ANTA) claims that the administrative and bureaucratic burdens arising from the legislation on animal welfare in transport have imposed costs of €27 billion over 12 years, an average of €2.25 billion each year, in Spain alone. The total cost increase for pig transporters is estimated at almost 130% as a result of the Regulation, due to requirements relating to ventilation, stocking densities, travel times and food and drink. The Spanish Association of Beef Producers (ASOPROVAC) estimated losses to the sector of €40 million from the cessation of exports of calves to other EU countries, while

ANPROGAPOR, the National Association of Swine Producers estimated annual losses of €103 million resulting from restrictions on transport of pigs bound mainly for France, Italy and Portugal.

<http://albeitar.portalveterinaria.com/noticia/4764/ACTUALIDAD/legisladores-ganaderos-disienten-sobre-repercusion-economica-normativa-sobre-bienestar-animal.html>.

In contrast, a study in France (Gourmelen *et al*, (2004, *op cit.*) estimated the total cost to the French pig industry of animal transport legislation at only €0.165 million in 2005, and estimated that the costs would remain at the same level in 2014

<sup>416</sup> CEC (2008) *op cit.*

<sup>417</sup> Food Chain Evaluation Consortium (2007) *Study on the stunning/killing practices in slaughterhouses and their economic, social and environmental consequences*. Study for DG SANCO

<sup>418</sup> European Commission (2008) Commission Staff Working Document accompanying the Proposal for a Council Regulation on the protection of animals at the time of killing. Impact Assessment Report SEC(2008) 2424. The additional costs of the new Regulation are expected to be approximately €40 – €55 million per year for the EU as a whole:

For operators: animal welfare operator in slaughterhouse – €13.8 – 27.6 million per year; monitoring the efficiency of killing/stunning procedures (€20.7 million per year); increased training of slaughterhouse employees (€1.6 million per year);

For authorities – setting up reference networks (€4 m per year); production of a report on animal welfare conditions during operations of mass killings (€1.9 m one off); Establishing and running a system of certificate of competence (€2.5 million).

<sup>419</sup> 39% agreed or strongly agreed with this statement and 26% disagreed or strongly disagreed (Average score 3.05/5 where 1= strongly disagree, 3= neither agree nor disagree, 5 = strongly agree)

<sup>420</sup> CEC (2008) *Impact Assessment on the proposal for a Directive on the protection of animals used for scientific purposes*. Brussels, SEC(2008) 2410/2

<sup>421</sup> Pharmaceuticals in Europe: Facts and Figures

[http://ec.europa.eu/enterprise/sectors/healthcare/competitiveness/importance/facts-figures\\_en.htm](http://ec.europa.eu/enterprise/sectors/healthcare/competitiveness/importance/facts-figures_en.htm)

<sup>422</sup> Annual R&D expenditure in the EU27 is estimated at €229 billion in 2007. Eurostat (2009) R&D expenditure in the EU27 stable at 1.85% of GDP in 2007. News Release, [http://epp.eurostat.ec.europa.eu/cache/ITY\\_PUBLIC/9-08092009-AP/EN/9-08092009-AP-EN.PDF](http://epp.eurostat.ec.europa.eu/cache/ITY_PUBLIC/9-08092009-AP/EN/9-08092009-AP-EN.PDF)

<sup>423</sup> House of Lords EU Committee (2009) *The revision of the EU Directive on the protection of animals used for scientific purposes*

<sup>424</sup> Including Eurogroup, RSPCA and ECEAE

<sup>425</sup> Average score 2.53/5 where 1= strongly disagree, 3= neither agree nor disagree, 5 = strongly agree.

<sup>426</sup> Member States in F, DE, SE, UK all reported hearing claims from the industry that tighter standards could force them to relocate outside the EU but had seen little evidence submitted in support of them. In Germany, it was reported that standards are already high in industry and the additional cost of new legislation is likely to be low, although compliance may be more of a challenge for universities. In Italy it was reported that EU legislative requirements are generally not a problem at user level, but that housing costs can be high for breeders as they accommodate many animals. In Sweden, it was suspected that legislation gives rise to greater administrative and compliance costs, and while pharmaceutical companies have argued that some research will move out of the EU, no facts were available to substantiate this proposition. It was also noted that the economic significance of the use of experimental animals is comparatively small. Administrative costs were also cited as a key issue in the UK. In Spain it was noted that enhancing standards for use of experimental animals helps to improve the public image of the companies involved. While the costs are substantial, for example in purchasing new cages and increasing the space per animal, as well as in administration, training and staff costs, it was reported that research centres in both the public and private sectors have been financially able to meet that challenge.

<sup>427</sup> Dr Hadwen Trust for Humane Research and the Humane Society International (2008) *Towards a European science without animal experiments*

<sup>428</sup> For example, the rodent carcinogenicity assay uses at least 400 – 800 animals per test, takes up to five years to complete and costs more than €1.3 million per test substance. By contrast, many replacement methods can provide fast, reliable answers to medical and safety questions that laborious animal experiments cannot match. Development of non-animal techniques to replace testing of insulin using mice, and skin irritation using rabbits, have both resulted in substantial savings in time and costs.

<sup>429</sup> ECEAE gave the following examples of start up companies from academia developing new tests: VITASENS developed by CARDAM-VITO, Belgium, GreenScreen by Gentronix Ltd., UK, Simugen Ltd. UK, Harlan Cytotest Research, Germany, VITIC and Derek by Lhasa Ltd, UK, Biomap TissueFlex™ developed by BioSeek, now owned by human tissue company Asterand, UK, Bioptra Ltd. UK human tissue services, Xceleron Ltd., UK, MucilAir by Epithelix SaRL, Switzerland.

## Question 11

<sup>430</sup> Directive 98/58/EC requires Member States to ensure that inspections are carried out by the competent authority to check compliance. Minimum requirements for the inspection of holdings on which animals are kept for farming purposes are set out in Commission Decision 2000/50/EC.

<sup>431</sup> Council Directive 91/628/EEC on the protection of animals during transport, as amended by Council Directive 95/29/EC.

<sup>432</sup> Report from the Commission to the Council and the European Parliament on the experience acquired by Member States since the implementation of Council Directive 95/29/EC amending Directive 91/628/EEC concerning the protection of animals during transport COM(2000) 809 final.

<sup>433</sup> This is referred to in Article 8 of Council Directive 93/119/EC.

<sup>434</sup> Regulation (EC) 854/2004 lays down specific rules for the organisation of official controls on products of animal origin intended for human consumption.

<sup>435</sup> There were 16 Member States in 2000, 25 in 2004 and 27 in 2007.

<sup>436</sup> Online stakeholder consultation, question 18.i. The number of responses to this question was 7095. 1974 either agreed or strongly agreed, 3184 either disagreed or strongly disagreed.

<sup>437</sup> The reasons included the following:

- Inspection and enforcement activities are devolved from the central competent authority to other organisations or to regional or local bodies (examples of this include DE, ES, SE, UK). Where local bodies are involved, aggregation of information and costs is difficult and generally not attempted. In Sweden, it was reported that during the course of the evaluation period, enforcement activities were distributed amongst some 289 different municipalities (although changes have subsequently been made). Inevitably, there was no national aggregation of cost data and difficulties in aggregating information on levels of inspection were also reported.
- A single inspection may include, but not be limited to, animal welfare because of the potential for cost and efficiency savings. The extent to which this happens in respect of EU requirements has increased, with animal welfare and cross compliance issues in particular now often being assessed at the same time.
- Several Member States (including DK, NL, UK) also reported significant use of general technical staff as well as specialist veterinarians to undertake on-farm inspection work and inspections relating to transport legislation. Routine farm inspections may be undertaken by technical staff, with veterinarians being called upon for specific duties (for example DK noted that veterinarians will retain responsibility for on-farm welfare of broilers) and in cases where welfare problems were suspected or had previously been identified. For transport inspections, veterinarians may be available 'on call' if needed and the police and other bodies may also be involved.
- Both central competent authority functions and inspection activities may be difficult to attribute to the requirements of EUPAW as opposed to other activities, particularly those associated with animal health and with national (as opposed to EU) animal welfare legislation, where these exceed EU requirements. Where time recording systems for staff were said to be in use for inspection staff, they were not sufficiently detailed to allow differentiation between such activities.

<sup>438</sup> Data collections were based on the 12 Member States visited during this evaluation but no data were available for Sweden and data for Poland were omitted since numbers reported were substantially higher than in other Member States, possibly due to small unit sizes. Romania reported very low numbers of holdings, suggesting some difference in categorisation and the quoted percentage rate of inspection is very high.

<sup>439</sup> For the 10 Member States considered, the reported rate of inspection was higher for laying hens (approximately 10%) than for calves, pigs or other species (approximately 4%).

<sup>440</sup> 575 staff, multiplied by €60,000 .

<sup>441</sup> Eurostat Agricultural Statistics Main Results 2007-08.

<sup>442</sup> Data collections were based on the 12 Member States visited during this evaluation, but did not include Poland.

<sup>443</sup> These figures exclude Ireland and Malta, for which no comparable data are available. 53% of these inspections were reported to be at the place of departure, 30% at markets and 16% either at during transport by road or at staging or transfer points.

<sup>444</sup> This is an estimate, recognising that an inspection may include but not be limited to animal welfare issues

<sup>445</sup> Calculation is based on 468,000 inspections (one man hour per inspection) taking 468,000 hours or 62,400 man days, based on a 7.5 hour day. Assuming 220 man days are available per full time person, the calculated staff requirement (222) has been rounded to an estimate of 283.

<sup>446</sup> 283 staff, multiplied by €50,000. The range quoted includes an allowance for inspections carried out in Ireland and Malta. Ireland reported 4,445 inspections in total but the number of these which were made at the place of destination was not recorded, hence the total of 468,000 inspections excludes Ireland. Data for Malta are also not included.

<sup>447</sup> European Commission, DG SANCO 2007 as quoted in 'Welfare of animals at slaughter and killing: a new Regulation on the protection of animals at the time of killing' by Professor Anna-Maria Assenting, J. Verb. Lebanese. (2009) 4:273-285.

<sup>448</sup> The total number of officially registered slaughterhouses in the EU was reported to be 14,315.

<sup>449</sup> Calculation is based on 1,138,646 reported inspections (half of one man hour per inspection) taking 570,000 hours or around 76,000 man days, based on a 7.5 hour day. Assuming 220 man days are available each year, per full time person, the calculated staff requirement is 345.

<sup>450</sup> 345 staff, multiplied by €70,000, the range quoted being likely to include an allowance for inspections carried out in Ireland and Malta.

<sup>451</sup> An estimate of 1,330 premises was used in the impact assessment for a Directive on the protection of animals used for scientific purposes.

[http://ec.europa.eu/environment/chemicals/lab\\_animals/pdf/ia\\_full.pdf](http://ec.europa.eu/environment/chemicals/lab_animals/pdf/ia_full.pdf)

<sup>452</sup> 9 staff, multiplied by €60,000.

<sup>453</sup> Denmark is also close to the EU average in terms of livestock numbers, being tenth out of 27 according to Eurostat Agricultural statistics 2006-2007.

<sup>454</sup> An average of 8 staff in each of the 27 Member States, total of 216 multiplied by €60,000.

<sup>455</sup> Annex 2 of the Animal Health and Standing Committees DG Sanco Unit D1 Activity Report 2008 quotes a budget commitment for the 27 Member States of €184 million, the major contributors to this being TSE Surveillance (€88 million), disease eradication (€71 million) and *Salmonella* (€26 million).

<sup>456</sup> Evaluation of the Community Plant Health Regime, report prepared for the Directorate General for Health and Consumers by Food Chain Evaluation Consortium (May 2010).

<sup>457</sup> Based on the information given – which was not conclusive, it is estimated that these accounted for not more than of 20% of the overall sample.

<sup>458</sup> These groups can be overlapping.