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Directorate General for Health and Consumer Protection

**Feasibility study on animal welfare labelling and  
establishing a Community Reference Centre for  
Animal Protection and Welfare**

*Part 2: Community Reference Centre*

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**Final Report**

*Submitted by:*

*Food Chain Evaluation Consortium (FCEC)*

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Prepared by the Food Chain Evaluation Consortium (FCEC)  
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## **Acronyms**

BMELV: German Federal Ministry of Food, Agriculture and Consumer Protection

CRC: Community Reference Centre

CRL: Community Reference Laboratory

DG: Directorate-General

ECVAM: European Centre for the Validation of Alternative Methods

EESC: European Economic and Social Committee

EFSA: European Food Safety Agency

FCEC: Food Chain Evaluation Consortium

FVO: Food and Veterinary Office

GMO: Genetically modified organism

IHCP: JRC - Institute for Health and Consumer Protection

IPSC: JRC - Institute for Protection and Security of the Citizen

JRC: Joint Research Centre

MS: Member State/s

NGO: Non-governmental organisation

TOR: Terms of Reference

## **Key conclusions**

The Directorate-General for Health and Consumers of the European Commission has commissioned a study to assess the feasibility of different options for indicating animal welfare related information on products of animal origin and for establishing a Community Reference Centre for Animal Protection and Welfare, which was conducted by Civic Consulting (lead), with a limited contribution of Agra CEAS Consulting, of the Food Chain Evaluation Consortium (FCEC). Key conclusions of Part 2, concerning the feasibility of establishing a Community Reference Centre for Animal Protection and Welfare, are:

- ⇒ *Main problems perceived by stakeholders* that may be relevant for considering the establishment of a Community Reference Centre are a lack of harmonised animal welfare standards/indicators for higher animal welfare, the need for an independent source of information at EU level and the duplication of activities due to a lack of coordination at EU level. However, not all stakeholders groups are in favour of a Community Reference Centre: In a survey, a large majority of farmer/livestock producer associations did not see a need for such a centre and preferred – in contrast to e.g. the responding competent authorities and animal welfare organisations – the “no change” option.
- ⇒ *A significant number of institutions in the EU appear to be able and willing to take on or support functions of a possible Community Reference Centre.* At the EU level, a small core of relevant institutions exists (EFSA and JRC), that currently, however, do not cover all areas of expertise that could be relevant for a CRC. At the Member State level, the most significant expertise and the largest number of staff working in relevant areas is located at universities and research institutes.
- ⇒ *Under all options considered in this study it is possible to ensure that a Community Reference Centre complements, not duplicates, current activities by other Community bodies.* The mandate of the CRC would need to adequately take into account areas covered by current activities of Community bodies, such as the scientific advice provided by EFSA.
- ⇒ *Strong decentralised elements can ensure that a Community Reference Centre covers all areas of animal use.* A decentralised approach involving different bodies in Member States seems more feasible to ensure that a CRC would cover all areas of animal use.
- ⇒ *Stakeholder trust regarding independence from outside interests is highest for entrusting a Community body with a CRC.* Although under all options arrangement could be made to safeguard independence from outside interest, stakeholder trust in different arrangements is a relevant aspect.
- ⇒ *According to survey results, the most frequently suggested task that a Community Reference Centre should carry out is the harmonisation of animal welfare indicators.* A large proportion of stakeholders also see a role of the Centre in standard setting and research on animal welfare practices.
- ⇒ *The feasibility of specific tasks of a possible CRC for Animal Protection and Welfare is strongly influenced by whether a centralised or a decentralised approach is chosen.* Both approaches have some specific advantages and disadvantages for specific tasks. A mix of central and decentral elements could possibly avoid cost and quality disadvantages and capture as many advantages as possible. This study therefore suggests a mixed approach that uses a task-specific strategy to determine central and decentral elements of a possible Community Reference Centre. Under the mixed approach, a relatively small CRC at central level would become a focal point for coordination and harmonisation of Community relevant issues in the field of animal welfare, performing its task in close collaboration with and support of a network of relevant research institutions in the Member States.

- ⇒ *A mixed approach for a Community Reference Centre based on a task-specific strategy to determine central and decentral elements can be implemented by assigning alternatively a minimum, medium and maximum scope of tasks to the CRC. Under the minimum alternative a CRC would only focus on those tasks that necessarily have to be organised centrally in order to avoid a lack of harmonisation and coordination. A medium alternative would include setting up competence centres for education of stakeholders and research in the field of AW. A maximum alternative would involve additional implementation tasks.*
- ⇒ *A Community Reference Centre would be attached to a body or agency already existing at the EU level or in a EU Member State. This would allow the realisation of economies of scale with regard to management tasks, office space and administrative services. There are certain advantages of a Community body functioning as hosting structure for a CRC, including a position close to EU decision makers and the greater trust of stakeholder in its independence. However, possible synergies between a CRC and the current work of some relevant Member States bodies (independent public agencies and university/research institutes) could also be a relevant consideration.*
- ⇒ *The expected annual operating costs of a Community Reference Centre based on a mixed approach are estimated to be in the range of 1.92 million to 5.86 million Euro, depending on whether a minimum, medium or maximum scope of task is envisaged. These estimates include the costs of core activities and the costs of network functions. The former are related to activities directly performed by the Community Reference Centre, whereas the latter occur due to the integration of MS research institutions and experts into the work of the Centre.*

## Executive summary

The Community Action Plan on the Protection and Welfare of Animals 2006 – 2010 highlights the importance of consumer information as part of a comprehensive communication strategy on animal welfare. The Action Plan envisages the creation of a reference centre, which could serve as a coordinating body for the different initiatives related to the animal welfare labelling (introduction of welfare indicators, certification of welfare indicators, auditing schemes, databases related to existing certified labels). The Directorate-General for Health and Consumers of the European Commission has therefore commissioned a study to assess the feasibility of different options for indicating animal welfare related information on products of animal origin and for establishing a Community Reference Centre for Animal Protection and Welfare, which was conducted by Civic Consulting (lead), with a limited contribution of Agra CEAS Consulting, of the Food Chain Evaluation Consortium (FCEC). Part 2 of this study explores options for the establishment of a Community Reference Centre for Animal Protection and Welfare.

When asked in an EU-wide stakeholder survey to point out main problems that may be relevant for considering the establishment of a Community Reference Centre, stakeholders most frequently marked the following three possible answers:

- A lack of harmonised animal welfare standards/indicators for higher animal welfare;
- The need for an independent source of information at EU level;
- The duplication of activities due to a lack of coordination at EU level.

Only a small minority of respondents marked that there are no current problems.

On the basis of the Terms of Reference (TOR), interviews and analysis of the contractor a list of possible policy options for establishing a Community Reference Centre for Animal Welfare was compiled which are presented in the table below.

**Table 1: Summary of policy options for establishing a Community Reference Centre for Animal Protection and Welfare**

|  |
|--|
| Baseline option  |
| 0. No change   |
| Centralised approaches   |
| 1. Entrusting a Community body   |
| 2. Entrusting one public body already existing in a Member State                                       |
| 3. Entrusting one private body already existing in a Member State                                      |
| Decentralised approaches   |
| 4. Entrusting several public bodies already existing in Member States                                  |
| 5. Entrusting several private bodies already existing in Member States                                 |
| 6. Entrusting a combination of public and private bodies already existing in one or more Member States |

### **Existing bodies dealing with animal welfare related issues**

A large number of existing bodies within the EU are dealing with animal welfare related issues. To provide an updated picture of their areas of expertise, an additional EU wide survey of animal welfare institutions was conducted. It was specifically targeted at public or private institutions, operating at EU and/or Member State level, that could take on or support functions of a possible Community Reference Centre through their expertise in animal protection and welfare. Relevant bodies include:

- *Community bodies:* At the Community level, two bodies could be relevant for the study: These are the Joint Research Centre (JRC) and the European Food Safety Authority (EFSA). Together, these bodies are employing a total of 28 staff members in the area of animal welfare. Although both institutions do not seem to cover all areas of expertise that could be relevant for a CRC, gaps are limited if the expertise of all organisations is considered together. If considered separately, none of the two bodies would cover more than half of the areas.
- *Universities and research institutes* in a large number of Member States are relevant for the study. Together, responding institutes report to employ a total of 414 staff members specifically working in the area of animal welfare. Overall, research institutions cover all areas that were identified as having relevance for a Community Reference Centre. Institutions directly belonging to the *government* or being independent public agencies from 7 Member States reported to employ 128 staff specifically working in the area of animal welfare. Additionally, a total of seven *animal welfare organisations and other private bodies* represented in eight Member States responded to the survey. These organisations reported to employ at least 94 staff members specifically working in the area of animal welfare (not all respondents provided a figure). These organisations cover areas that were identified as having relevance for a Community Reference Centre only to some extent.

In conclusion, a significant number of institutions in the EU appear to be able and willing to take on or support functions of a possible Community Reference Centre. At the EU level, a small core of relevant institutions exists (EFSA and JRC), that currently, however, do not cover all areas of expertise that could be relevant for a CRC. At the Member State level, the most significant expertise and the largest number of staff working in relevant areas is located at universities and research institutes. Several government/public agencies also appear to be relevant in the context of a possible CRC. Animal welfare organisations and other private bodies seem to have less staff resources available and therefore do not cover all areas of expertise that could be relevant for a CRC. The feasibility of options that exclusively rely on private institutions (Options 3 and 5) therefore appears to be limited.

### **Conformity of policy options with guiding principles**

In the study, policy options for establishing a Community Reference Centre are assessed on basis of a set of guiding principles outlined in the TOR of the study. Main results include:

Degree to which the options ensure that a Community Reference Centre complements, not duplicates, current activities by other Community bodies: Under all options it is possible to ensure that a Community Reference Centre complements, not duplicates, current activities by other Community bodies. The mandate of the CRC would need to adequately address areas covered by current activities of Community bodies, such as scientific advice. With respect to future activities of Community bodies centralised approaches (Options 1 to 3) may provide a simpler coordination process than decentralised approaches (Options 4 to 6). However, even

under decentralised approaches avoiding a duplication of activities appears to be feasible in principle, if a central coordination is foreseen.

Degree to which the options ensure that a Community Reference Centre covers all areas of animal use: Expertise on different kinds of animal use is currently available in different bodies in Member States. Therefore, strong decentralised elements can ensure that a Community Reference Centre covers all areas of animal use. A decentralised approach (Options 3 to 6) involving different bodies in Member States seems more feasible to ensure that a CRC would cover all areas of animal use. Alternatively decentralised elements would need to be considered under a centralised approach (Options 1 to 3), such as involving working groups of experts and subcontracting specific tasks to specialised bodies. Relevant private institutions seem to have fewer capacities to cover all areas of animal use and related Options 3 and 5 appear to be the least feasible.

Degree to which the options ensure that a Community Reference Centre is independent from outside interests: It does not seem possible to derive an objective assessment concerning the degree to which the options ensure that a Community Reference Centre is independent from outside interests without knowing more about the concrete implementation details, management arrangements and bodies involved. In principle, under all options arrangements could be made to safeguard independence from outside interest. It is, however, important to consider stakeholder trust in different arrangements. From the survey results it appears that at least those stakeholders that provided an opinion do not consider options exclusively relying on private bodies (Options 3 and 5) as feasible alternatives in this respect.

### **Possible tasks of a CRC**

In close coordination with the European Commission a list of potential tasks of the CRC was defined. The tasks considered can be grouped under four main headings:

- *Harmonisation and coordination:* Standard setting, harmonisation of animal welfare indicators, operation of databases;
- *Policy advice and best practices:* Preparation of socio-economic studies/impact assessments, formulation of policy advice, assessment of existing practices and standards, collection and dissemination of best practices;
- *Education and communication:* Advising and education of stakeholders, information of consumers;
- *Research and implementation:* Research on animal welfare and protection practices, auditing and certification of existing animal welfare schemes, development of the Three Rs (Replacement, Reduction, Refinement) in the field of research animals.

There is no consensus among stakeholders concerning the tasks of a possible Community Reference Centre. When asked in the general survey which tasks related to animal welfare and protection a Community Reference Centre should carry out, answers very much reflected stakeholders' perception of the perceived need for a CRC. Stakeholders that do not perceive the need to create one do not see any specific activities in which it should be involved, want to restrict its role to the definition of scientific standards, propose to wait until the relevant scientific basis is set or to focus on establishing higher standards in countries with low animal welfare standards exporting to the EU. On the other hand, animal welfare organisations tend to see a large variety of tasks for the Centre. According to survey results, the most frequently suggested task that a Community Reference Centre should carry out is the harmonisation of animal welfare indicators. A large proportion of stakeholders also see a role of the Centre in standard setting and research on animal welfare practices.

### **Feasibility and impacts of options**

To assess the feasibility of potential tasks of a CRC, they have to be seen in the context of the general approach taken for establishing such a Centre. Options 1 to 3 refer to a centralised approach, whereas options 4 to 6 refer to a decentralised approach. Although in principle it seems possible to implement most tasks under both approaches, the degree of efficiency may vary. Some tasks may be difficult to implement with reasonable effort under a fully centralised approach, and others may be equally difficult to implement under a fully decentralised approach. In section 7.4 of this report the feasibility of specific tasks of a CRC is analysed in depths. On basis of this analysis, the study concludes that a mix of central and decentral elements could possibly avoid cost and quality disadvantages and capture as many advantages as possible. The study therefore suggests as most feasible option a mixed approach that uses a task-specific strategy to determine central and decentral elements of a possible Community Reference Centre.

Whereas the assessment of feasibility of the different options in this study documents the advantages of a mixed approach compared to other options, the mixed approach does not significantly differ concerning possible economic, social and environmental impacts from the centralised or decentralised approach. Under all three approaches involving the setting up of a CRC the following potential benefits can be obtained

- ❑ Standard setting and harmonisation can lead to *benefits in terms of animal welfare*, to the extent that such standards create awareness among farmers and other relevant groups and are effectively implemented;
- ❑ All three options can potentially lead to a *better coordination of animal welfare related research* in the EU. Under a decentralised and mixed approach a positive impact on existing research bodies is more likely, as they are more directly involved. A better coordination of animal welfare related research could also potentially lead to *costs savings*, as it would contribute to avoiding duplication of research in different national institutions – however, the extent to which such duplication currently occurs is not known, making assessment of potential savings difficult.

On the other hand, the “no change” option can be expected to potentially lead to a number of negative impacts:

- ❑ Possible *economic losses* due to a lack of consumers’ choices, if the lack of harmonised standards reduces the feasibility of animal welfare labelling systems (leading to an imperfect market);
- ❑ Possible *continuation of low degree of coordination* and of potential duplication of research in animal welfare;
- ❑ In the long run *lower levels of welfare of farm animals* possible compared to other options (depending on the effectiveness of a possible Centre).

However, contrary to the other options the “no change” option would not imply any implementation costs for the Community budget.

### **Structure of the centre and practical setting**

Finally, the study assesses practical implications if a mixed approach as the most feasible option was to be implemented. A mixed approach for a Community Reference Centre is an approach that uses a task-specific strategy to determine central and decentral elements. This would in practical terms mean that the CRC has the character of a comparatively lean central coordination unit (either at a Community body or at one public body in a Member State) that

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cooperates with a network of relevant research institutions in the Member States, which take on responsibility for specific sub-tasks (either through institutional support or on a project basis) and participate in working groups. This approach in itself can be implemented in various ways. Possible variables are the size of the CRC itself and the resources available for the network tasks. The study therefore explores three alternatives, namely a *minimum*, *medium* and *maximum* scope of tasks. Under the minimum alternative a CRC would only focus on those tasks that necessarily have to be organised centrally in order to avoid a lack of harmonisation and coordination. A medium alternative would include setting up competence centres for education of stakeholders and research in the field of animal welfare. A maximum alternative would involve additional implementation tasks (see table below).

**Table 2: Minimum, medium and maximum scope of tasks for a possible CRC**

| Tasks  | Minimum scope  | Medium scope  | Maximum scope  |
|--|--|---|--|
| <b>I. Harmonisation and coordination</b>                                 |  |   |  |
| Standard setting and maintenance, harmonisation of AW indicators         | Standard setting, harmonisation of animal welfare indicators                                       |   |  |
| Database related to the existing AW schemes                              | Implementation and maintenance of database on AW schemes   |   |  |
| <b>II. Policy advice and best practices</b>                              |  |   |  |
| Preparation of socio-economic studies, impact assessments, policy advice | Central coordination, controlling of studies, impact assessments, policy advice                    | Formulation of policy advice  | Performance of studies, impact assessments, formulation of all policy advice |
| Assessment of existing practices and standards                           | Definition of harmonised criteria for assessing practices and standards                            | Central database of best practices                                      | Identification and assessment of practices and standards                     |
| Dissemination of best practices  | Central coordination of collection and dissemination of best practices                             |   | Active dissemination of best practices                                       |
| <b>III. Education and communication</b>                                  |  |   |  |
| Advising and educating stakeholders                                      | No tasks   | Competence centre for advice and education of stakeholders              | Active advice and education of stakeholders                                  |
| Consumer information   | Basic consumer information strategy, implementation of website                                     |   | Implementation of strategy through multipliers                               |
| <b>IV. Research and implementation</b>                                   |  |   |  |
| Research on animal welfare and protection practices                      | No tasks   | Competence centre for AW research (including central research database) | Conducting meta-analysis of research on AW                                   |
| Auditing and certification of existing AW schemes                        | Central coordination and quality assurance of auditing and certification of animal welfare schemes |   |  |

Source: Civic Consulting.

Relevant aspects considered for the implementation of the “mixed approach” include:

*Network partners:* Regardless whether a minimum, medium or maximum scope of tasks for a Community Reference Centre is chosen, the Centre will have to rely on decentralised partners since even a comparatively large Centre would not have all necessary expertise nor will it be able to perform the large number of tasks considered as relevant from a Community perspective.

Differences between the alternatives exist with regard to the degree to which the Centre depends on external partners.

*Host structure:* A Community Reference Centre would be attached to a body or agency already existing at the EU level or in a EU Member State. This would allow the realisation of economies of scale with regard to management tasks, office space and administrative services. There are certain advantages of a Community body functioning as hosting structure for a CRC, including a position close to EU decision makers and the greater trust of stakeholder in its independence. However, possible synergies between a CRC and the current work of some relevant Member States bodies (independent public agencies and university/research institutes) could also be a relevant consideration.

### **Expected costs of a CRC**

In the framework of this feasibility study, the main focus concerning the expected costs of setting up a Community Reference Centre are annual operating costs. These operating costs can be distinguished into two categories: costs of core activities and costs of network functions. No specific infrastructure (e.g. for laboratories) is foreseen, office space is included in the calculation on a rent basis, and office equipment (e.g. computers) is assumed to be acquired through leasing contracts.

The estimates consider a minimum, medium and maximum scope of tasks for a Community Reference Centre for Animal Protection and Welfare.

*Minimum scope CRC:* 635,875 Euro costs of core activities and 1,280,160 Euro costs of network functions, leading to a total of 1,916,035 Euro per year.

*Medium scope CRC:* 1,334,155 Euro costs of core activities and 2,370,240 Euro costs of network functions, leading to a total of 3,704,395 Euro per year.

*Maximum scope CRC:* 2,596,735 Euro costs of core activities and 3,260,320 Euro costs of network functions, leading to a total of 5,857,055 Euro per year.

Main findings of the cost assessment, including the costs of network functions, are summarised in the table on the following page.

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**Table 3: Total estimated annual operating costs of a possible CRC**

| Task  | Minimum scope |                       |                  | Medium scope |                       |                  | Maximum scope |                       |                  |
|---|---------------|-----------------------|------------------|--------------|-----------------------|------------------|---------------|-----------------------|------------------|
|   | Units         | Costs per unit (in €) | Total (in €)     | Units        | Costs per unit (in €) | Total (in €)     | Units         | Costs per unit (in €) | Total (in €)     |
| <b>Costs of core activities</b>   |               |                       |                  |              |                       |                  |               |                       |                  |
| Sum of staff costs  |               |                       | 510,875          |              |                       | 1,074,155        |               |                       | 2,166,735        |
| Overheads (and other office running costs)  | 5             | 10,000                | 50,000           | 11           | 10,000                | 110,000          | 23            | 10,000                | 230,000          |
| Meetings and travel (missions for staff, per diems)   | 1             | 75,000                | 75,000           | 1            | 150,000               | 150,000          | 1             | 200,000               | 200,000          |
| <i>Total core activities</i>  |               |                       | 635,875          |              |                       | 1,334,155        |               |                       | 2,596,735        |
| <b>Costs of network functions</b>   |               |                       |                  |              |                       |                  |               |                       |                  |
| Subcontracting of socio-economic studies and impact assessments   | 1             | 500,000               | 500,000          | 1            | 400,000               | 400,000          | 1             | 200,000               | 200,000          |
| Subcontracting of Community relevant research on animal welfare and protection practices and/or other network functions | 1             | 500,000               | 500,000          | 1            | 1,200,000             | 1,200,000        | 1             | 1,800,000             | 1,800,000        |
| Subcontracting of education/ training, information and dissemination activities (including website)                     | 1             | 100,000               | 100,000          | 1            | 500,000               | 500,000          | 1             | 900,000               | 900,000          |
| Workshops with external experts (2 days)  | 10            | 18,016                | 180,160          | 15           | 18,016                | 270,240          | 20            | 18,016                | 360,320          |
| <i>Total network functions</i>  |               |                       | 1,280,160        |              |                       | 2,370,240        |               |                       | 3,260,320        |
| <b>Total costs</b>  |               |                       | <b>1,916,035</b> |              |                       | <b>3,704,395</b> |               |                       | <b>5,857,055</b> |

Source: Civic Consulting.

## **1. Introduction**

The Community Action Plan on the Protection and Welfare of Animals 2006 – 2010 highlights the importance of consumer information as part of a comprehensive communication strategy on animal welfare. The Action Plan envisages the creation of a reference centre, which could serve as a coordinating body for the different initiatives related to the animal welfare labelling (introduction of welfare indicators, certification of welfare indicators, auditing schemes, databases related to existing certified labels).

The Directorate-General for Health and Consumers of the European Commission has therefore commissioned a study to assess the feasibility of different options for animal welfare labelling<sup>1</sup> and for establishing a Community Reference Centre<sup>2</sup> for Animal Protection and Welfare, which was conducted by Civic Consulting (lead), with a limited contribution of Agra CEAS Consulting of the Food Chain Evaluation Consortium (FCEC).

For Part 2 of this study – the assessment of the feasibility of different options for establishing a Community Reference Centre for Animal Protection and Welfare – the Terms of Reference (TOR) of the study include the following objectives:

- Options for the establishment of a Community Reference Centre for Animal Protection and Welfare shall be developed and their feasibility should be assessed;
- The functionality and practicalities of the different options should be explored;
- In addition, an assessment of the feasibility of other tasks beyond labelling that the Centre should perform in particular its tasks in relation to information dissemination should be undertaken.

Part 2 of the study therefore presents the background of the study (section 3), explores the policy options available for setting up a CRC (section 4), presents an overview of current existing bodies dealing with animal welfare related issues (section 5), assesses the conformity of the options with guiding principles (section 6), analyses possible tasks of a CRC (section 7), and finally draws conclusions concerning the feasibility of options (section 8) and the structure of the Centre, practical settings and related costs (section 9).

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<sup>1</sup> See Part 1 of this study.

<sup>2</sup> Hereafter occasionally referred to as CRC or the ‘Centre’

## 2. Methodology

Methodological tools employed for this study include:

- Review of relevant studies or publications and stakeholder position papers;
- Interviews with representatives of existing bodies, either functioning at EU level or at the Member State (MS) level, public or private, dealing with animal welfare related issues and of similar structures in other policy areas;
- Participation in a working group meeting on animal welfare related labelling, organised by the Commission, held in Brussels on 21 April 2008;
- A total of three surveys (survey of institutions, survey of stakeholders involved in existing animal welfare labelling schemes, survey for Member State competent authorities);
- Preparation of profiles of existing bodies dealing with animal welfare (see Annex 4 of this report);
- Analysis of experiences with similar structures in other policy areas: The contractor collected data concerning experiences with similar structures in other policy areas, both through desk research and interviews;
- Cost assessment based on data received from institutions working in related areas and data gathered during interviews.

The methodological tools are described in more detail below:

### Literature research

Literature was evaluated and data collected concerning the research issues.

### Interviews with stakeholders

A total of 12 in-depth interviews were conducted with representatives of existing bodies, either within the Commission or in the Member States, public or private, dealing with animal welfare related issues and of similar structures in other policy areas to complement the data collected through the other methodological tools. A total of 14 additional exploratory interviews were conducted with various stakeholders. The number of interviews conducted by type of interview is provided in the table below. A more detailed list of interviewees is included in Annex 6.

**Table 4: Number of interviewed stakeholders**

| Type of interview   | Number of interviews |
|---|----------------------|
| Bodies dealing with animal welfare related issues and of similar structures in other policy areas | 12                   |
| Exploratory interviews  | 14                   |
| Working group meeting   | Group meeting        |
| TOTAL   | 27                   |

Surveys

The following surveys were conducted that were relevant for Part 2:

- Survey of stakeholders;
- Survey of existing bodies dealing with animal welfare related issues.

The table below presents the number of respondents to the general stakeholder survey per country:

**Table 5: Respondents to the general stakeholder survey**

| <b>Respondents to general stakeholder survey</b> | <b>Questionnaires received</b> |
|--|--------------------------------|
| Austria  | 3                              |
| Belgium  | 7                              |
| Czech Republic                                   | 1                              |
| Denmark  | 3                              |
| Estonia  | 1                              |
| Spain  | 29                             |
| EU   | 8                              |
| Finland  | 3                              |
| France   | 3                              |
| Germany  | 20                             |
| Ireland  | 1                              |
| Italy  | 1                              |
| Malta  | 1                              |
| The Netherlands                                  | 10                             |
| Poland   | 1                              |
| Romania  | 1                              |
| Sweden   | 2                              |
| Slovenia   | 1                              |
| United Kingdom                                   | 12                             |
| <i>Non-EU (Australia, Canada)</i>                | 2                              |
| <i>Total</i>                                     | <i>110</i>                     |

The following table presents the number of respondents to the survey of existing bodies dealing with animal welfare related issues per country:

**Table 6: Respondents to the survey of existing bodies dealing with animal welfare related issues per country**

| <b>Respondents to survey for animal welfare institutions</b> | <b>Questionnaires received</b> |
|--|--------------------------------|
| Austria  | 2                              |
| Belgium  | 2                              |
| Czech Republic   | 1                              |
| Denmark  | 1                              |
| Estonia  | 1                              |
| Spain  | 1                              |
| Finland  | 2                              |
| France   | 1                              |
| Germany  | 6                              |
| Ireland  | 1                              |
| Italy  | 2                              |
| Lithuania  | 1                              |
| Romania  | 1                              |
| Sweden   | 2                              |
| United Kingdom   | 5                              |
| <i>Non-EU (Australia, Canada)</i>                            | 2                              |
| <i>Total</i>   | 31                             |

*Cost assessment*

During in-depth interviews, the following institutions dealing with animal welfare related issues or representatives of structures similar to a possible Community Reference Centre were asked to provide information on (unit) costs, e.g. staff costs, that could be used as basis for a cost estimate. These institutions were:

- 4 Community institutions;
- 4 Universities / research institutes;
- 2 Governmental organisations; and
- 2 Non-governmental organisations.

Overall costs were divided into those for core activities (e.g. staff, meeting and travel costs) and costs for network functions (e.g. sub-contracting and workshops). Staff costs for three categories of staff were calculated on basis of average values for staff working in institutions with a Community function, based on information provided by EFSA and the JRC.

In a next step, the annual operating costs for potential tasks of the CRC were estimated. A central assumption for the calculation was that the establishment of the Centre should rely on existing structures and be hosted by a suitable organisation, which can provide economies of

scale for administrative support etc. The calculation focused on annual operating costs, as investment costs were considered negligible. No specific infrastructure (e.g. for laboratories) is foreseen, office space is included in the calculation on a rent basis, and office equipment (e.g. computers) is assumed to be acquired through leasing contracts. As the scope of tasks that a CRC should fulfil has not been defined, the costs were estimated for different scenarios.

### **3. Background**

Part 2 of this study explores options for the establishment of a Community Reference Centre for Animal Protection and Welfare. The background for establishing such a Centre is described in the Community Action Plan on the Protection and Welfare of Animals 2006-2010. Two of the key objectives that the European Commission wishes to achieve with the Action Plan are to provide greater coordination of existing resources while identifying future needs and to ensure a more consistent and coordinated approach to animal protection and welfare across Commission policy areas. For this aim, the Action Plan specifies that efforts will be made to introduce animal welfare indicators and to incorporate such specific measurable indicators into Community legislation. A legislative instrument could be established to validate production systems applying higher welfare standards than the Community minimum requirements. The Action Plan also envisages creating a marketing and information system to promote the application of such higher animal welfare standards. It concludes, that “the management, upgrading and diffusion of these standards as well as the preparation of relevant socio-economic studies and impact assessments could be facilitated by the creation of a European Centre [...] for the protection and welfare of animals”.<sup>3</sup>

The underlying analysis of current problems – the lack of harmonised animal welfare indicators and the lack of coordination of existing resources – are problems that are also seen by stakeholder organisations. When asked in the stakeholder survey to point out main problems that may be relevant for considering the establishment of a Community Reference Centre, stakeholders most frequently marked the following three possible answers:

1. A lack of harmonised animal welfare standards/indicators for higher animal welfare (marked by 83 respondents);
2. The need for an independent source of information at EU level (51 respondents);
3. The duplication of activities due to a lack of coordination at EU level (48 respondents).

Only 11 respondents marked that there are no current problems (see Annex 1).

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<sup>3</sup> See: Communication from the Commission to the European Parliament and Council on a Community Action Plan on the Protection and Welfare of Animals 2006-2010 {SEC(2006) 65}, page 5.

#### 4. Options for establishing a Community Reference Centre for Animal Welfare

On the basis of the Terms of Reference, exploratory interviews and analysis of the contractor a list of possible policy options for establishing a Community Reference Centre for Animal Welfare was compiled. Policy options are depicted in the table below. The TOR underline that discussions in the Parliament, the European Economic and Social Committee and with Member States made clear that the creation of a self-dependent body, like a Commission agency, would not find the necessary support. The study therefore focuses on options using existing bodies, either within the Commission or in the Member States, in order to minimise administrative costs. The options can be divided into two main approaches: a centralised and a decentralised approach. Under the centralised approach, a Community body or one public or private body in a Member State would be entrusted with the task of Community Reference Centre. The decentralised approach foresees a network of public bodies, of private bodies or a combination of private and public bodies in the Member States fulfilling the functions of such a Centre. The latter sub-option also takes into account that the borderline between public and private organisations are sometimes blurred, as organisations may operate under a public mandate but are organised as private entities. Finally, a “no change” option is foreseen, in which no CRC would be created.

**Table 7: Policy options for establishing a Community Reference Centre for Animal Protection and Welfare**

| Option   | Description  |
|--|--|
| Baseline option  |  |
| 0. No change   | Continuation of the current situation (status quo option)  |
| Centralised approaches   |  |
| 1. Entrusting a Community body   | A centralised public body at an EU level would be responsible for all relevant tasks of the Community Reference Centre for Animal Protection and Welfare                                     |
| 2. Entrusting one public body already existing in a Member State                                       | An already existing public body at the MS level would acquire EU level responsibilities for relevant tasks of the Community Reference Centre for Animal Protection and Welfare               |
| 3. Entrusting one private body already existing in a Member State                                      | An already existing private body or institute at the MS level would acquire EU level responsibilities for relevant tasks of the Community Reference Centre for Animal Protection and Welfare |
| Decentralised approaches   |  |
| 4. Entrusting several public bodies already existing in Member States                                  | Already existing public bodies at the MS level would acquire EU level responsibilities for relevant tasks of the Community Reference Centre for Animal Protection and Welfare                |
| 5. Entrusting several private bodies already existing in Member States                                 | Already existing private bodies or institutes at the MS level would acquire EU level responsibilities for relevant tasks of the Community Reference Centre for Animal Protection and Welfare |
| 6. Entrusting a combination of public and private bodies already existing in one or more Member States | Already existing public and private bodies or institutes would acquire EU level responsibilities for relevant tasks of the Community Reference Centre for Animal Protection and Welfare      |

## **5. Existing bodies dealing with animal welfare related issues**

The TOR of the study emphasise the need to rely on existing institutions for setting up a CRC. The feasibility of different options therefore depends to a significant extent on the existence of organisations that could potentially host a CRC or be part of it, and ideally provide some synergies with ongoing research.

A large number of existing bodies within the EU are dealing with animal welfare related issues. To concentrate on the most relevant institutions for the purpose of this study, and to provide an updated picture of their areas of expertise, a survey of animal welfare institutions was conducted. It was specifically targeted at public or private institutions, operating at EU and/or Member State level, that could take on or support functions of a possible Community Reference Centre through their expertise in animal protection and welfare. Target institutions were identified on basis of relevant databases and reference lists, a literature review, interviews, and contacts of the contractor through previous work in this field. In addition, stakeholder organisations (including animal welfare associations, farmers' associations and Competent Authorities of Member States) contacted for a general survey, were asked to identify relevant institutions, and forward the separate questionnaire to them, or to provide their address to the contractor. The following overview of bodies at Community and Member States level therefore does not only constitute an updated picture of ongoing activities of such bodies, but focuses at the same time on those institutions that are most relevant for this study. It is based not only on the responses to survey, but also on interviews with selected bodies and additional research. For each institution, areas of specific expertise are identified that could be relevant for a CRC. An overview of the areas is given in the following box.

### **Areas of specific expertise that could be relevant for a CRC**

#### **I) Harmonisation and coordination**

- Standard setting;
- Harmonisation of animal welfare indicators;
- Operation of databases related to existing animal welfare schemes.

#### **II) Policy advice and best practices**

- Preparation of socio-economic studies and impact assessments;
- Formulation of policy advice;
- Assessment of existing practices and standards;
- Collection and dissemination of best practices.

#### **III) Education and communication**

- Advising and education of stakeholders;
- Information of consumers.

#### **IV) Research and implementation**

- Research on animal welfare and protection practices;
- Auditing and certification of existing animal welfare schemes;
- Development of the Three Rs (Replacement, Reduction, Refinement) in the field of research animals.

### 5.1. Community bodies

As indicated in the table below, at the Community level two bodies could be relevant for the study: These are the Joint Research Centre (JRC) and the European Food Safety Authority (EFSA). Together, these bodies are employing a total of 28 staff members in the area of animal welfare. Although both institutions do not seem to cover all areas of expertise that could be relevant for a CRC, gaps are limited if the expertise of all organisations is considered together. If considered separately, none of the two bodies would cover more than half of the areas.

**Table 8: Relevant Community bodies and their areas of specific experience**

| Name of institution          | Number of staff member in the area of AW | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                  |                        |                                    |                                |                              |                                    |                                       |  |                                    |                          |
|------------------------------|--|---|--------------------------------|--------------------------|----------------------------------|------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|--|------------------------------------|--------------------------|
|                              |  | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and audit of AW schemes | Operation of databases | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices. | Advising, training of stakeholders | Information to consumers |
| EFSA                         | 13                                       | (✓)   | ✓                              |                          |                                  | ✓                      |                                    |                                | ✓                            |                                    | ✓                                     | (✓)                                    | (✓)                                | (✓)                      |
| Joint Research Centre, IPSC  | 15                                       | ✓   |                                | ✓                        |                                  |                        |                                    | ✓                              | ✓                            |                                    |                                       |  | ✓                                  |                          |
| Joint Research Centre, ECVAM | 0*                                       | ✓   |                                |                          |                                  | ✓                      |                                    |                                | ✓                            | ✓                                  |                                       | ✓                                      | ✓                                  | ✓                        |

Source: Survey conducted by Civic Consulting. ✓ = Institution has specific experience, (✓) = Institution has partially specific experience. A more detailed table is included in Annex 3.

Note: \* ECVAM is not directly working on but contributing to animal welfare.

- ❑ The JRC is a Directorate-General of the European Commission under the responsibility of the Commissioner for Research. The seven JRC institutes are located on five separate sites in Belgium, Germany, Italy, the Netherlands and Spain. Two of them work to some extent on animal welfare related issues. The Institute for Protection and Security of the Citizen (IPSC) of the JRC has been involved in the area of traceability of livestock and food products for a considerable time, and started to work on animal welfare issues within the work of the unit 'Monitoring and Control of Traceability in the Food Chain' (MOCOTRAF) in 2005. The unit is providing technical support and research to DG SANCO by providing implementation measures to monitor animal welfare conditions during long journeys and transports of animals. Several studies have been launched in this field. Next to the work for DG SANCO, independent studies in collaboration with national research bodies have been conducted.
- ❑ The European Centre for the Validation of Alternative Methods (ECVAM) was set up in 1991 and is part of the Institute for Health and Consumer Protection (IHCP) of the JRC. ECVAM is not directly working on but contributing to animal welfare related issues. It promotes the scientific and regulatory acceptance of alternative methods through a coordination role and research to support the development, validation and acceptance of methods, which could reduce, refine or replace the use of laboratory animals (see section 7.4.4 for more details).
- ❑ EFSA was set up in 2002 as an independent source of scientific advice and communication on risks associated with the food chain. It is funded to a large extent by

Community contributions, but may also receive revenues from EEA (European Economic Area) and EFTA (European Free Trade Association) countries. EFSA receives requests for scientific opinions either from the European Commission, the European Parliament, the Council or by Member States and other stakeholders which may need a scientific advice. EFSA also can launch self-mandates if it identifies relevant research topics. In most cases scientific opinions are requested by the European Commission as a basis for creation or updating of Community legislation. So far 46 scientific opinions have been elaborated in the area of animal health and welfare, of which 19 deal specifically with animal welfare. The scope of the organisation in the field of animal welfare is to provide scientific advice on risk factors related to the welfare of, primarily, food producing animals, including fish. However, EFSA also deals to a certain extent with non-food producing animals, e.g. zoo animals, wild animals, lab animals and pets. For each scientific opinion, EFSA sets up a working group of external experts with specific expertises and each expert writes his/her own part of the scientific advice. EFSA staff members provide the scientific and administrative coordination of this group. The formulation of the scientific advice is provided through a series of meetings, organised by EFSA, in which the external experts discuss the ongoing development of the scientific opinion.

In addition to these two organisations, the Food and Veterinary Office (FVO) works to assure effective control systems and to evaluate compliance with EU standards within the EU and in third countries in relation to their exports to the EU. The FVO does this mainly by carrying out inspections in Member States and in third countries exporting to the EU. However, as the FVO is an integral part of DG SANCO and therefore not independent from policy DGs, it has not further been considered in the framework of this study.

## 5.2. Universities/research institutes

Universities and research institutes in a large number of Member States are relevant for the study. The following table lists all such institutions responding to the survey, which together report to employ a total of 414 staff specifically working in the area of animal welfare:

**Table 9: Relevant universities/research institutes and their areas of specific experience**

| Name of institution                       | No. of staff in the area of AW | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    |                          |
|---|--------------------------------|---|--------------------------------|--------------------------|-------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------------------|--------------------------|
|   |                                | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices | Advising, training of stakeholders | Information to consumers |
| University of Vet. Medicine Vienna (AT)   | 16                             | ✓   | ✓                              | ✓                        |                                     |                                 |                                    |                                | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  |                          |
| Catholic University Leuven (BE)           | 10                             | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    |                                | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  | ✓                        |
| University of Vet. Medicine Hannover (DE) | 22                             | ✓   | ✓                              | ✓                        | ✓                                   | ✓                               |                                    |                                | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  | ✓                        |
| Dep. AW Friedrich-Loeffler-Institute (DE) | 39                             | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    |                                | ✓                            |                                    | ✓                                     |                                       |                                    |                          |

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| Name of institution                                    | No. of staff in the area of AW | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    |                          |
|--|--------------------------------|---|--------------------------------|--------------------------|-------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------------------|--------------------------|
|  |                                | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices | Advising, training of stakeholders | Information to consumers |
| Agricultural Faculty, University of Aarhus (DK)        | 36                             | ✓   | ✓                              | ✓                        |                                     |                                 |                                    | ✓                              |                              |                                    | ✓                                     |                                       | ✓                                  |                          |
| National Agricultural Research Institute, INRA (F)     | 80                             |   | ✓                              | ✓                        |                                     |                                 | ✓                                  | ✓                              | ✓                            | ✓                                  |                                       | ✓                                     | ✓                                  |                          |
| Centre for AW- University Helsinki (FIN)               | 1                              | ✓   | ✓                              | ✓                        | ✓                                   | ✓                               |                                    |                                | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  | ✓                        |
| Dep. of Animal Science, University of Milan (IT)       | 10                             | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    | ✓                              | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  |                          |
| National Research Institute for Animal Production (PL) | 21                             | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    |                                | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  |                          |
| Swedish University of Agricultural Sciences (SE)       | 19                             |   | ✓                              | ✓                        | ✓                                   |                                 |                                    |                                | ✓                            | ✓                                  | ✓                                     |                                       | ✓                                  |                          |
| University of Agricultural Science Uppsala (SE)        | 90                             | ✓   | ✓                              | ✓                        |                                     |                                 | ✓                                  | ✓                              | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | ✓                        |
| School of Agriculture, Newcastle University (UK)       | ~20                            | ✓   | ✓                              | ✓                        |                                     |                                 | ✓                                  | ✓                              | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | ✓                        |
| University of Bristol (UK)                             | 50                             | ✓   | ✓                              | ✓                        | ✓                                   | ✓                               | ✓                                  | ✓                              | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | ✓                        |

Source: Survey conducted by Civic Consulting. ✓ = Institution has specific experience. A more detailed table, also including the full name of the relevant department, is included in Annex 3.

The table indicates that the listed institutions cover all areas that were identified as having relevance for a Community Reference Centre. As examples for the type of research conducted can serve the following four institutions, which employ the largest number of staff in the area of animal welfare:<sup>4</sup>

- ❑ *Faculty of Veterinary Medicine and Animal Science, Swedish University of Agricultural Sciences, Uppsala (Sweden):* The faculty has extensive experience in risk assessment related to animal welfare through work in and for EFSA as well as for the Swedish Board of Agriculture and others. The faculty has a long standing experience in building and managing international networks both scientific as well as stakeholder networks;
- ❑ *National Agricultural Research Institute, INRA (France):* The main expertise of INRA in relation to animal welfare is the study of biological mechanisms underlying animal welfare, the assessment of farming/transport practices and the development of solutions to improve animal welfare;
- ❑ *School of Veterinary Science, University of Bristol (UK):* The university conducts research on animal welfare, assessment and improvement of existing practices as well as education and training;

<sup>4</sup> Profiles based on questionnaire responses.

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- *Institute of Animal Welfare and Animal Husbandry of the Friedrich-Loeffler-Institut (Germany):* The institute conducts research on the improvement of housing conditions for poultry, pigs and cattle as well as research on methods and indicators to assess animal welfare in farm animal husbandry. In addition, it works on concepts of welfare assessment.

More information on all listed institutions and their specific area of expertise is provided in Annex 3.

### 5.3. Government/public agencies

Institutions directly belonging to the government or being independent public agencies from 7 Member States reported to employ 128 staff specifically working in the area of animal welfare.

**Table 10: Relevant governmental/public agencies and their areas of specific experience**

| Name of institution  | No. of staff in the area of AW | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    |                          |
|--|--------------------------------|---|--------------------------------|--------------------------|-------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------------------|--------------------------|
|  |                                | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect/dissemination best practices. | Advising, training of stakeholders | Information to consumers |
| <b>Government</b>  |                                |   |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    |                          |
| Agricultural Research Centre Raumberg – Gumpenstein (AT)     | 15                             | ✓   | ✓                              | ✓                        |                                     |                                 |                                    |                                |                              |                                    | ✓                                     | ✓                                     | ✓                                  |                          |
| Central Commission for Animal Welfare (CZ)                   | 7                              | ✓   | ✓                              |                          |                                     |                                 |                                    |                                | ✓                            | ✓                                  |                                       |                                       | ✓                                  |                          |
| Lower Saxony Ministry for Food Agriculture (DE)              | 8                              | ✓   | ✓                              | ✓                        | ✓                                   | ✓                               | ✓                                  | ✓                              | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | ✓                        |
| Irish Agriculture and Food Development Authority (IR)        | 10                             | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    | ✓                              |                              | ✓                                  | ✓                                     | ✓                                     | ✓                                  | ✓                        |
| State food and Veterinary Service of Lithuania (LT)          | 59                             | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    | ✓                              |                              |                                    |                                       |                                       | ✓                                  | ✓                        |
| National Sanitary, Veterinary and Food Safety Agency (RO)    | 5                              | ✓   |                                |                          |                                     |                                 |                                    |                                | ✓                            | ✓                                  |                                       | ✓                                     | ✓                                  |                          |
| <b>Independent public agencies</b>                           |                                |   |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    |                          |
| Lower Saxony State Office of Consumer Prot./Food Safety (DE) | ~20                            | ✓   | ✓                              | ✓                        | ✓                                   | ✓                               |                                    |                                | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | ✓                        |
| Farm Animal Welfare Council (UK)                             | 4                              |   | ✓                              | ✓                        |                                     |                                 |                                    |                                | ✓                            |                                    | ✓                                     |                                       |                                    |                          |

Source: Survey conducted by Civic Consulting. ✓ = Institution has specific experience, (✓) = Institution has partially specific experience.

The government organisations listed above do not include Competent Authorities responding to the general stakeholder survey, but only those bodies that specifically completed the separate questionnaire for institutions working in the area of animal welfare, indicating that they could

take on or support functions of a possible Community Reference Centre through their expertise in animal protection and welfare. More information on the listed institutions and their specific area of expertise is provided in Annex 3.

#### 5.4. Animal welfare organisations and other private bodies

A total of seven animal welfare organisations and other private bodies represented in eight Member States responded to the survey. These organisations reported to employ at least 94 staff members, specifically working in the area of animal welfare (not all respondents provided a figure). The organisations cover areas that were identified as having relevance for a Community Reference Centre only to some extent:

**Table 11: Relevant non-governmental organisations and their areas of specific experience**

| Name of institution  | No. of staff in the area of AW | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                    |                                 |                                    |                                |                              |                                    |                                       |  |                                    |                          |
|--|--------------------------------|---|--------------------------------|--------------------------|------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|--|------------------------------------|--------------------------|
|  |                                | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certif. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices. | Advising, training of stakeholders | Information to consumers |
| <b>Animal welfare organisations</b>                          |                                |   |                                |                          |                                    |                                 |                                    |                                |                              |                                    |                                       |  |                                    |                          |
| Food and Water Europe (BE, DE, PL, F)                        | 4                              |   |                                | ✓                        |                                    |                                 |                                    | ✓                              |                              |                                    | ✓                                     | ✓                                      |                                    | ✓                        |
| PROVIEH (DE)   | 4                              | ✓   |                                | ✓                        | ✓                                  |                                 |                                    | ✓                              | ✓                            | ✓                                  | ✓                                     | ✓                                      | ✓                                  | ✓                        |
| Estonian Society for the Protection of Animals (EE)          | 1                              |   |                                |                          |                                    |                                 |                                    |                                |                              |                                    | ✓                                     | ✓                                      | ✓                                  | ✓                        |
| Djurskyddet Sverige, AW Sweden (SE)                          | No data                        |   |                                |                          |                                    |                                 |                                    | ✓                              | ✓                            | ✓                                  |                                       |  |                                    | ✓                        |
| <b>Other private bodies</b>                                  |                                |   |                                |                          |                                    |                                 |                                    |                                |                              |                                    |                                       |  |                                    |                          |
| Assoc. of Assessm. and Accred. of Lab. Animal Care Int. (ES) | 13                             | ✓   | ✓                              | ✓                        | ✓                                  |                                 |                                    |                                | ✓                            | ✓                                  | ✓                                     | ✓                                      | ✓                                  |                          |
| Fed. of Europ. Laboratory Animal Science Associations (NL)   | Volunteers                     | ✓   | ✓                              | ✓                        | ✓                                  |                                 |                                    |                                | ✓                            | ✓                                  | ✓                                     | ✓                                      | ✓                                  |                          |
| National Council of Shechita Boards and Shechita UK (UK)     | 72                             |   | ✓                              |                          | ✓                                  |                                 |                                    |                                |                              |                                    |                                       | ✓                                      | ✓                                  | ✓                        |

Source: Survey conducted by Civic Consulting. ✓ = Institution has specific experience, (✓) = Institution has partially specific experience.

More information on the institutions and their specific area of expertise is provided in Annex 3.

### **5.5. Conclusions regarding existing bodies dealing with animal welfare**

A significant number of institutions in the EU appears to be able and to a large extent willing<sup>5</sup> to take on or support functions of a possible Community Reference Centre through their expertise in animal protection and welfare. At the EU level, a small core of institutions exist, with EFSA and the JRC being the relevant ones. At the Member State level, the most significant expertise and the largest number of staff working in the area is located at universities and research institutes. Some government departments and public agencies also appear to be relevant in the context of a possible CRC. In comparison, non-governmental organisations and other private bodies have less staff resources and expertise that they could use to provide support to a CRC – however, even with limited resources some organisations have expressed their interest in doing so. From all options discussed in section 4, those that exclusively focus on existing private institutions therefore seem to be less feasible than other options.

These conclusions can be summarised as follows:

- 1. A significant number of institutions in the EU appear to be able and willing to take on or support functions of a possible Community Reference Centre.** At the EU level, a small core of relevant institutions exists (EFSA and JRC), that currently, however, do not cover all areas of expertise that could be relevant for a CRC. At the Member State level, the most significant expertise and the largest number of staff working in relevant areas is located at universities and research institutes. Several government/public agencies also appear to be relevant in the context of a possible CRC. Animal welfare organisations and other private bodies seem to have less staff resources available and therefore do not cover all areas of expertise that could be relevant for a CRC. The feasibility of options that exclusively rely on private institutions (Options 3 and 5) therefore appears to be limited.

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<sup>5</sup> Of the 31 institutions which responded to the targeted questionnaire, 93% answered in the affirmative when asked whether they could “imagine to take on or support functions of a possible Community Reference Centre or network of such centres through your expertise in animal protection and welfare?”.

## **6. Conformity of options with guiding principles**

For the assessment of options, the following guiding principles are used:

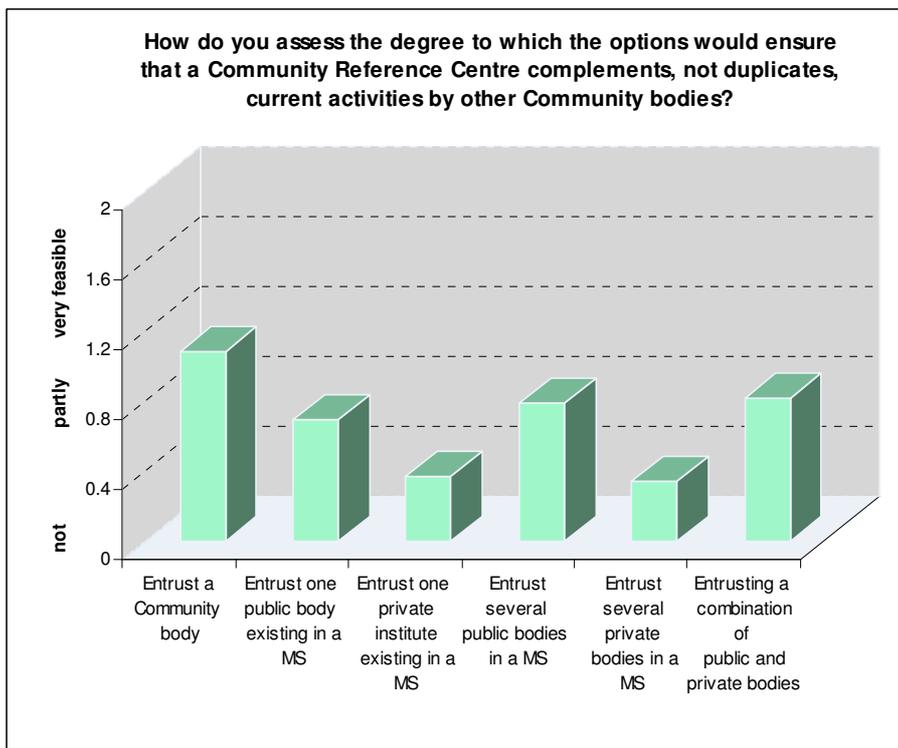
- ❑ A Centre should complement, not duplicate, current activities by other Community bodies;
- ❑ All areas of animal use should be covered;
- ❑ The Centre should be independent from outside interests.

### **6.1. Degree to which the options ensure that a Community Reference Centre complements, not duplicates, current activities by other Community bodies**

#### *Stakeholder opinions*

Assessment of stakeholders are quite mixed concerning this criterion. Some general trends can be observed (see Figure 1 below). Entrusting a Community body (Option 1) is on average considered the most feasible option to ensure that a Community Reference Centre complements, not duplicates, current activities by other Community bodies. Entrusting several public bodies existing in Member States (Option 4), or a combination of public and private bodies (Option 6) are considered second and third in terms of feasibility concerning this criteria. However, for this and the following two criteria, roughly half of the respondents did not provide an assessment, which could either be an indicator for the difficulty of the assessment, or be related to the view of a significant part of industry stakeholders that there is no need for such a Centre (47 of 99 respondents providing an opinion preferred the “no change” (Option 0), see graph 33 in Annex 1).

**Figure 1: Stakeholder assessment concerning avoidance of duplication of activities**



Source: Survey conducted by Civic Consulting. Average rating, where values represent the assessment of options on a scale from 'not feasible' (0) to 'very feasible' (+2); N=46.

In their written comments several respondents stress that already a considerable number of EU and national bodies exist that deal with various aspects of animal welfare and protection. Against this background, some stakeholders doubt that there is a need for a new institution and are convinced that all options (except the baseline option of “no change”) would result in a duplication of activities. Others respondents suggest that existing bodies should be taken into account when establishing a new institution in order to avoid duplication of activities. In this view, the involvement of existing bodies is expected to provide valuable information, knowledge and expertise to a Community Reference Centre.

Assessment

The tasks of existing Community bodies have been presented in section 5.1 above. It appears that there are only limited risks for a duplication of current activities by other Community bodies, in case a CRC was to be set up. These concern the following main areas:

- ❑ Policy advice (where EFSA has a relevant role concerning scientific advice in the area of animal welfare);
- ❑ Development of the Three Rs (Replacement, Reduction, Refinement) in the field of research animals (where ECVAM has a related mandate);
- ❑ Development of animal welfare indicators in the field of transport of animals (where the JRC is conducting supporting research).

For other potential tasks of a CRC (as defined in section 7 below) the risk of duplication seems to be limited. Under the condition that the identified areas where a duplication is possible are adequately addressed when setting up a CRC (e.g. by excluding development of the Three Rs

from the mandate of a possible CRC, and by limiting advice provided by a CRC to areas not covered by EFSA such as socio-economic studies and impact assessments), all options can fulfil this criteria. It is possible that with respect to future activities of Community bodies centralised approaches may provide a simpler coordination process than decentralised approaches. However, even under these approaches avoiding a duplication of activities appears to be feasible in principle, if a central coordination is foreseen. Differences between private, public and Community bodies regarding the risk of duplication of activities can be neglected when the central organisation or the network of organisations has a clear mandate.

This leads to the following conclusion:

**2. Under all options it is possible to ensure that a Community Reference Centre complements, not duplicates, current activities by other Community bodies.** The mandate of the CRC would need to adequately address areas covered by current activities of Community bodies, such as scientific advice and the development of the Three Rs. With respect to future activities of Community bodies centralised approaches (Options 1 to 3) may provide a simpler coordination process than decentralised approaches (Options 4 to 6). However, even under decentralised approaches avoiding a duplication of activities appears to be feasible in principle, if a central coordination is foreseen.

## **6.2. Degree to which the options ensure that a Community Reference Centre covers all areas of animal use**

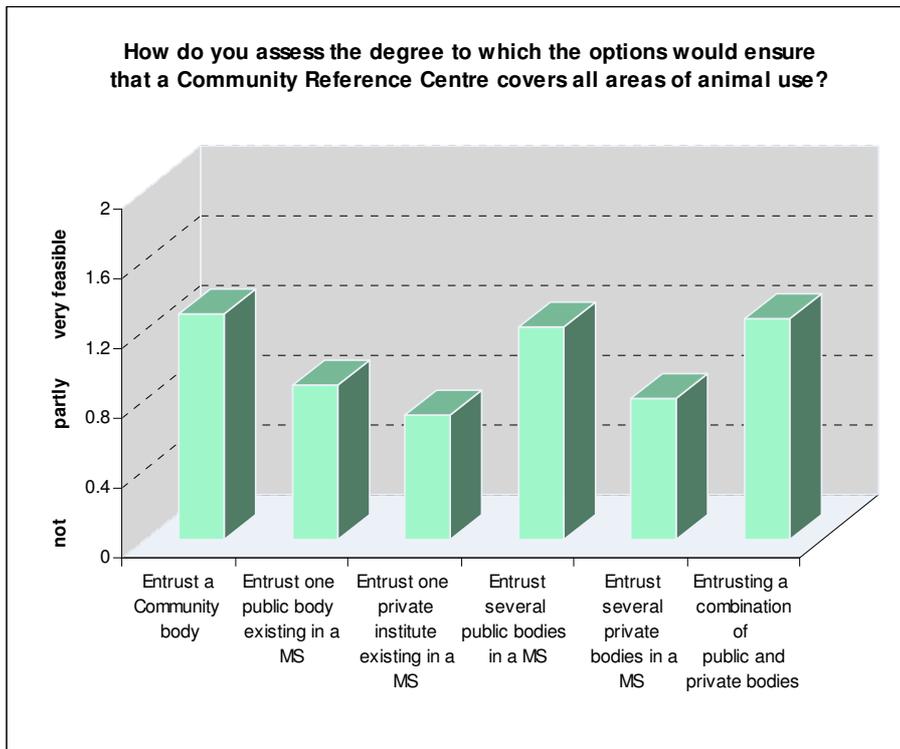
For the analysis, the following potential areas of animal use were considered:

- Farm animals;
- Animal used for other consumer products (e.g. fur);
- Companion animals;
- Research animals;
- Zoo, circus and marine animals;
- Animals in work and sport;
- Wild animals.

### Stakeholder opinions

In the survey, a large majority of respondents that had an opinion preferred a broad approach for the CRC that includes not only farm animals but also all other types of animal use, except wild animals (see graph 29 in Annex 1). With regard to the question which of the options ensures that a Community Reference Centre covers all areas of animal use, the respondents providing an assessment again see entrusting a Community body (Option 1), several public bodies existing in EU Member States (Option 4) or a combination of public and private bodies (Option 6) as the most feasible options. The other options were seen as less feasible, especially all options relying exclusively on private bodies (see Figure 2 below).

**Figure 2: Stakeholder assessment of coverage of areas of animal use of a possible CRC**



Source: Survey conducted by Civic Consulting. Average rating, where values represent the assessment of options on a scale from 'not feasible' (0) to 'very feasible' (+2); N=53.

In contrast to the comparatively high degree of feasibility assigned on average to a centralised approach involving a Community body (Option 1), some stakeholders stress that only a multi-site approach that entrusts public and private bodies (Options 4 and 6) will allow to combine the expertise and experience that are required for covering diverse areas of animal use. Similarly, it is doubted that one public or one private body (Options 2 and 3) will be able to ensure coverage of all areas of animal use. Specific problems are seen in the area of non-farmed animals. Therefore, some respondents propose to focus on farmed animals first where a labelling scheme (and supporting standards and welfare indicators) is seen as making most sense.

Assessment

Expertise on different kinds of animal use is currently available in different bodies in Member States. Therefore a decentralised approach (Options 3 to 6) seems more feasible to ensure that a CRC would cover all areas of animal use, or alternatively strong decentralised elements would need to be considered under a centralised approach (Options 1 to 3), such as involving working groups of experts and subcontracting specific tasks to specialised bodies. Private institutions, to the extent that they responded to the specific survey of institutions working in the area of animal welfare and thereby signalled their willingness to potentially contribute to a Centre, seem to have fewer capacities to cover all areas of animal use. Therefore, the analysis confirms that Options 3 and 5 have to be considered least feasible under this criteria.

This leads to the following conclusion:

3. **Strong decentralised elements can ensure that a Community Reference Centre covers all areas of animal use.** A decentralised approach (Options 3 to 6) involving different bodies in Member States seems more feasible to ensure that a CRC would cover all areas of animal use. Alternatively decentralised elements would need to be considered under a centralised approach (Options 1 to 3), such as involving working groups of experts and subcontracting specific tasks to specialised bodies. Relevant private institutions seem to have fewer capacities to cover all areas of animal use and related Options 3 and 5 appear to be the least feasible.

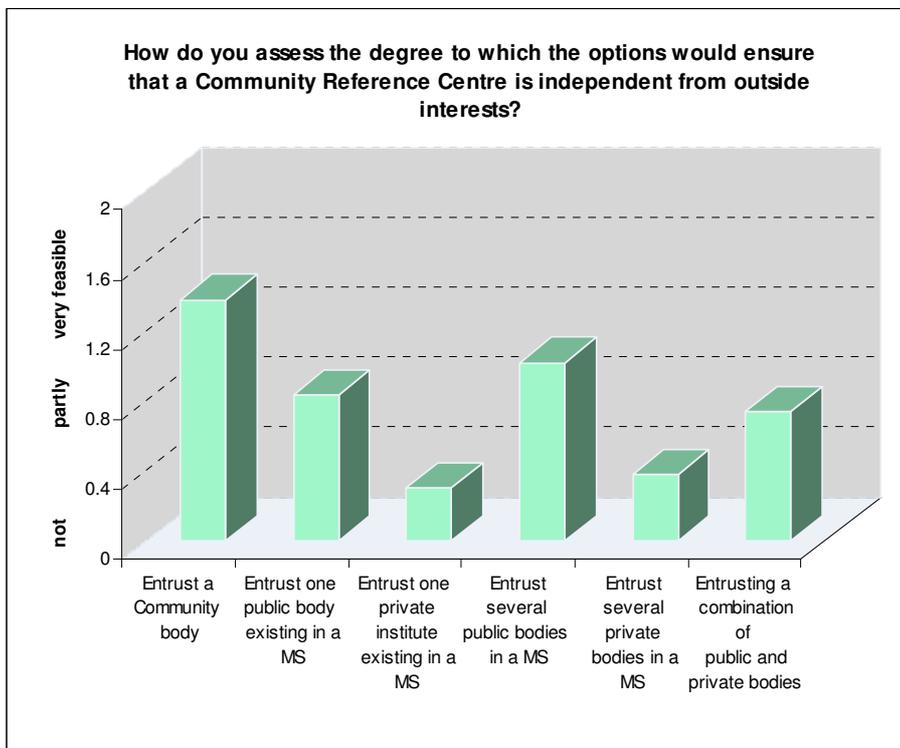
### **6.3. Degree to which the options ensure that a Community Reference Centre is independent from outside interests**

#### Stakeholder opinions

Concerning the degree to which options ensure that a CRC is independent from outside interest (such as policy business interests and interests of EU and national policy makers), entrusting a Community body is seen by far as the most feasible option by those respondents that provided an opinion (Option 1 – very feasible: 31 respondents; partly feasible: 18). A considerable number of respondents also see entrusting several public bodies already existing in EU Member States as feasible (Option 4 – very feasible: 13; partly feasible: 28). All other options, especially those strongly relying on private institutions, are considered to be less feasible under this criterion (see Figure 3 below).

Some respondents state that ensuring independence is very difficult since national, political, administrative, business, research, NGOs' or other stakeholders' interests will always somehow play a role. Under these unfavourable circumstances, several respondents expect that a decentralised approach including public and private bodies would help to ensure independence.

**Figure 3: Stakeholder assessment concerning independence of a CRC from outside interests**



Source: Survey conducted by Civic Consulting. Average rating, where values represent the assessment of options on a scale from 'not feasible' (0) to 'very feasible' (+2); N=54

Assessment

It does not seem possible to derive an objective assessment concerning the degree to which the options ensure that a Community Reference Centre is independent from outside interests without knowing more about the concrete implementation details, management arrangements and bodies involved. In principle, under all options arrangements could be made to safeguard independence from outside interest. It is, however, important to consider stakeholder trust in different arrangements. From the survey results it appears that at least those stakeholders that provided an opinion do not consider options exclusively relying on private bodies (Options 3 and 5) as feasible alternatives in this respect.

This leads to the following conclusion:

**4. Stakeholder trust regarding independence from outside interests is highest for entrusting a Community body with a CRC.** Although under all options arrangement could be made to safeguard independence from outside interest, stakeholder trust in different arrangements is a relevant aspect. From the survey results it appears that at least those stakeholders that provided an opinion do not consider options exclusively relying on private bodies (Options 3 and 5) as feasible in this respect.

## **7. Possible tasks of a CRC and implications for the feasibility of options**

The scope of tasks of a possible Community Reference Centre is not defined at this stage. The TOR require the contractor to assess the feasibility of other tasks beyond tasks related to animal welfare labelling that a Centre should perform. For this aim a three-step approach is taken:

1. *Definition of potential tasks of a CRC;*
2. *Consultation of stakeholders concerning tasks;*
3. *Assessment of feasibility of specific tasks.*

### **7.1. Definition of potential tasks of a CRC**

In close coordination with the European Commission a list of potential tasks was defined, which is complementary to the areas of specific expertise that could be relevant for a CRC (see box on page 8). The tasks considered can be grouped under four main headings:

1. *Harmonisation and coordination:* Standard setting, harmonisation of animal welfare indicators, operation of databases;
2. *Policy advice and best practices:* Preparation of socio-economic studies/impact assessments, formulation of policy advice, assessment of existing practices and standards, collection and dissemination of best practices;
3. *Education and communication:* Advising and education of stakeholders, information of consumers;
4. *Research and implementation:* Research on animal welfare and protection practices, auditing and certification of existing animal welfare schemes, development of the Three Rs (Replacement, Reduction, Refinement) in the field of research animals.

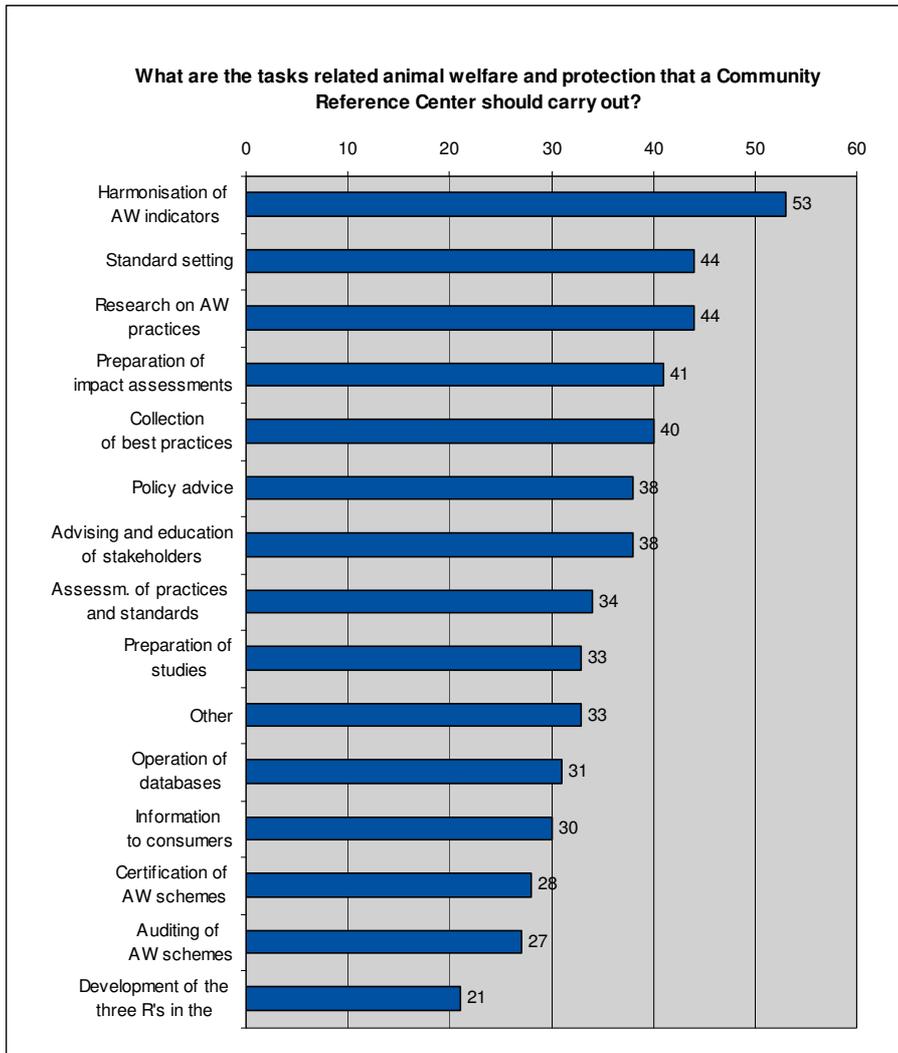
### **7.2. Stakeholder preferences concerning possible tasks**

There is no consensus among stakeholders concerning the tasks of a possible Community Reference Centre. When asked in the general survey which tasks related to animal welfare and protection a Community Reference Centre should carry out, answers very much reflected stakeholders' perception of the perceived need for a CRC. Stakeholders that do not perceive the need to create one do not see any specific activities in which it should be involved, want to restrict its role to the definition of scientific standards, propose to wait until the relevant scientific basis is set or to focus on establishing higher standards in countries with low animal welfare standards exporting to the EU. They also emphasize the risk of duplicating activities since, in their opinion, several of these tasks are already fulfilled by other institutions. This results in a warning to avoid any unnecessary additional bureaucratisation or costs and a proposal for reliance on existing institutions. On the other hand, respondents that prefer the establishment of a Community Reference Centre see a wide spectrum of potential tasks. Harmonisation of animal welfare indicators, research on animal welfare and standard setting are most often referred to. Nevertheless, with very few exceptions, the other tasks are also mentioned quite frequently. A closer look at the data reveals that animal welfare organisations

as well as research institutions are often in favour of a comparatively broad task spectrum, whereas industry associations tend to favour a more focussed approach.<sup>6</sup>

An overview of responses is provided in Figure 4 below.

**Figure 4: Tasks that a Community Reference Centre should carry out**



Source: Survey conducted by Civic Consulting. Figures indicate the number of respondents that marked a specific task. Multiple answers were possible. The total number of respondents that provided an answer to this question was 93 (hereafter abbreviated as N=93).

This leads to the following conclusion:

<sup>6</sup> The Union of groups of independent retailers of Europe (UGAL), for instance, suggest the following tasks for the Centre: Standard setting, certification and auditing of existing animal welfare schemes, collection and dissemination of information to consumers, advising, training and education of stakeholders.

**5. According to survey results, the most frequently suggested task that a Community Reference Centre should carry out is the harmonisation of animal welfare indicators.** A large proportion of stakeholders also see a role of the Centre in standard setting and research on animal welfare practices. Stakeholder groups differ in their view of the scope of tasks that such a Centre should have. Whereas animal welfare organisations tend to see a large variety of tasks for the Centre, industry organisations would generally opt only for a limited scope of tasks.

### **7.3. Implications of the general approach for the feasibility of specific tasks**

To assess the feasibility of potential tasks of a CRC, they have to be seen in the context of the general approach taken for establishing such a Centre. Options 1 to 3 presented in Table 7 above refer to a centralised approach, whereas options 4 to 6 refer to a decentralised approach. Although in principle it seems possible to implement most tasks under both approaches, the degree of efficiency may vary. Some tasks may be difficult to implement with reasonable effort under a fully centralised approach, and others may be equally difficult to implement under a fully decentralised approach.

Organisation theory has long dealt with the efficiency of centralisation<sup>7</sup> (one-site approach) and decentralisation (multi-site approach).<sup>8</sup> It is widely agreed that both alternative organisational designs have advantages as well as disadvantages and it distinguishes between coordination and motivational effects.<sup>9</sup> With regard to coordination, a higher efficiency of centralised organisational forms is proposed with regard to the optimal use of scarce resources (avoidance of duplication of activities; superior quality due to critical mass effects and higher degrees of professionalisation) and the coordination of internal (for instance, consistent application of rules and procedures) and external (for instance, communication with external stakeholders) activities. On the other hand, decentralised approaches are advantageous where local knowledge and close contact with stakeholders are paramount. Similar effects occur with regard to the motivation of employees. Experts tend to prefer to work in centralised professional “think tanks” where a critical mass of relevant knowledge, expertise and experience provide an inspiring and motivating work environment. Furthermore, a central solution allows experts involved to more easily exert influence on the field they are working in. Nevertheless, centralised departments and institutions may also become over-bureaucratic due to an “ivory tower” effect. The motivational effects of decentralised approaches occur vice versa: less bureaucracy but also possibly less influence and, at least in small units, often a lack of a critical mass of relevant expertise.<sup>10</sup>

Since centralisation as well as decentralisation both have advantages and disadvantages, public and private institutions typically organise their activities in a way that allows to combine the advantages of both alternatives and, at the same time, to avoid as many disadvantages as possible of the extreme solutions.

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<sup>7</sup> Centralisation is here understood as a process where activities become concentrated under a specific location or group.

<sup>8</sup> See Simon (1954).

<sup>9</sup> Frese and v. Werder (1993).

<sup>10</sup> Frese and v. Werder (1993).

#### **7.4. Assessment of feasibility of specific tasks of a CRC**

For all potential tasks of a CRC this section describes main features of the task, assesses the degree of centralisation required for its implementation, considers cost implications where relevant and draws conclusions concerning the feasibility of the task.

##### **7.4.1. Harmonisation and coordination**

###### *Standard setting*

*Description:* The task of standard setting can potentially include the standard setting process for any kind of standard that is considered necessary in the policy area of animal protection and welfare and the maintenance of these standards over time. Animal welfare standards may include e.g. a standard for a Community Animal Welfare Label as well as more specific standards for certain welfare-relevant areas such as farming systems, transport or slaughtering.

*Degree of centralisation required:* Harmonised standards require a strong coordination between EU Member States in order to guarantee a uniform approach. Therefore, it is widely agreed in organisation theory that standard setting always requires a centralised approach.<sup>11</sup> As a consequence, fully decentralised approaches are not applicable and standard setting can be considered a typical task of a Community Reference Centre or any other kind of centralised organisational form. This, of course, does not preclude the involvement of experts from decentralised bodies in the processes of defining and maintaining standards. It is also possible to designate different bodies to define and maintain different types of Community standards, e.g. one body could be responsible for standards concerning killing and stunning of farm animals, another one for such standards concerning fish. However, the task itself would remain a centralised task, and the more the task of standard setting would be split up between different bodies according to sectors, species and areas of animal use the higher would be the degree to which a coordination between these bodies would be required, to have consistent approaches and clear delineations between standards.

*Cost implications:* Standard setting and maintenance come along with staff, administrative and travel costs that occur during these processes. As far as existing staff is entrusted with these tasks, opportunity costs occur since staff members are distracted from other tasks. Such opportunity costs are very difficult to estimate since it is in most cases next to impossible to measure in financial terms the value of those other tasks staff is distracted from. If newly employed staff is entrusted with these tasks, additional staff costs can be measured more easily (see section 9.3). Exact measurement of administrative costs is difficult and in many cases considered too costly. Therefore, a standard cost approach is often applied. Travel costs depend on the extent to which experts from decentral bodies in EU Member States are involved in the standard setting (and maintenance) process as well as to the extent to which central staff members visit existing public and private bodies in Member States.

*Rationale for implementation of task:* The setting of standards is one of the tasks of a CRC most frequently suggested by stakeholders. The analysis of the contractor for Part 1 of this study has confirmed the need for harmonised standards considering possible EU initiatives in the area of animal welfare labelling.

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<sup>11</sup> See Frese and v. Werder (1993) and Bartlett and Ghoshal (1987).

Harmonisation of animal welfare indicators

*Description:* Harmonisation of animal welfare indicators includes the tasks of defining and updating EU-wide indicators for measuring the animal welfare-friendliness of systems, technologies and procedures.

*Degree of centralisation required:* To ensure the efficient organisation of this task, the argumentation laid out before with regard to standard setting applies to a large extent. Therefore, it can be concluded that the definition and updating of harmonised indicators is a typical central tasks that could be assigned to a central body such as a Community Reference Centre with support from relevant expert in other bodies. It would also appear possible to designate different bodies to define and maintain different sets of animal welfare indicator, e.g. one body could be responsible for animal welfare indicators concerning farm animals, another one for indicators concerning fish, to the extent that sufficient coordination is provided to safeguard consistency of approaches.

*Cost implications:* The relevant cost categories and related considerations also very much parallel the task of standard setting.

*Rationale for implementation of task:* The harmonisation of animal welfare indicators is the tasks of a possible CRC that is most frequently suggested by stakeholders. The analysis of the contractor for Part 1 of this study has confirmed the need for harmonisation of animal welfare indicators considering possible EU initiatives in the area of animal welfare labelling.

This leads to the following conclusion:

**6. Standard setting and maintenance, as well as defining and updating harmonised animal welfare indicators are very feasible tasks under all centralised approaches.** These tasks are also feasible under approaches where different standards or sets of indicators are defined and maintained by different bodies, if delineation of areas is feasible and central coordination is provided. Fully decentralised approaches do not appear feasible.

Databases related to the existing animal welfare schemes and other areas

*Description:* A considerable number of animal welfare schemes already exist in EU Member States as well as outside the EU. This task includes the set-up and maintenance of a database that provides an overview over existing animal welfare schemes. In addition, other databases could be of relevance, such as a database including current and future research activities in the field of animal welfare in the EU, a database on best practices in the field of animal welfare, etc.

*Degree of centralisation required:* A unified database or set of databases requires a centralised approach in order to avoid duplication, inconsistencies, gaps and – in some cases high – search costs for such a database on the stakeholders' side. Therefore, a fully decentralised approach is not applicable. This does not preclude the involvement of experts or bodies in Member States for maintaining the database(s) or parts of the technical infrastructure as long as this is not visible for users of the database(s).

*Cost implications:* The set-up of a database includes IT infrastructure and staff costs. Hardware and software costs for a database very much depend on technical features of the database and (free) availability of software. Staff costs depend on the amount of work that is required for collecting information on existing and future research on animal welfare. The task can be assigned to existing staff (which causes hard to measure opportunity costs) or additional staff. If

parts of these tasks are outsourced to, for instance, IT providers (for instance, technical services), staff costs are substituted by costs of IT service contracts. As far as existing decentral bodies are included in the process of data collection and updating, opportunity costs may also occur in decentral bodies. Synergies between setting up of different databases under a centralised approach appear to be likely, both on the user's side (reduction of search costs due to uniform user interfaces) and on the provider's side (possibility to use one IT infrastructure for all databases).

*Rationale for implementation of task:* The operation of databases is less frequently suggested by stakeholders. However, setting up and maintaining databases appears to be a relatively less resource intensive tasks that could e.g. contribute to better knowledge about existing labelling schemes and lead to increased synergies between researchers in Member States.

This leads to the following conclusion:

**7. The operation of databases is a very feasible task under all centralised approaches.** The involvement of experts or bodies in Member States for maintaining the database(s) or parts of the technical infrastructure is possible, as long as this does not increase search costs for users of the database(s) and allows synergies between the operation of different databases.

#### **7.4.2. Policy advice and best practices**

##### *Preparation of socio-economic studies and impact assessments*

*Description:* This task includes the preparation and conducting of studies on the diverse socio-economic aspects of animal welfare policies as well as studies to support impact assessments, e.g. concerning planned major policy initiatives at EU level.

*Degree of centralisation required:* The preparation of socio-economic studies can be organised in a centralised or a decentralised manner. The advantages and disadvantages of both approaches very much depend on the heterogeneity of studies and the regularity and predictability with which such studies have to be conducted:

- The more homogenous the required studies are, the easier it is to organise professional expertise in a central body. In the case of the repeated execution of quite homogenous tasks, a centralised approach promises a more professional approach than a decentralised approach. Just the other way round, the more heterogeneous the expertise required is due to a large variety of research areas, the more difficult it will be for a central body to have the required knowledge and expertise and the more advantageous the diffusion of these tasks to existing public and private bodies in EU Member States or the contracting of independent experts will be.
- The higher the regularity and predictability with which socio-economic studies have to be conducted, the easier it will be to organise a central body with the necessary capacities. The higher the irregularity and unpredictability of preparing and conducting socio-economic studies, the higher the risk of over- or under-capacities of a central body and the higher the need for a more flexible approach that also includes decentral elements such as existing bodies and independent experts.

However, even if a decentralised approach is preferred for conducting relevant studies, some form of central coordination will be necessary to ensure the necessary project controlling and

coordination between more or less independently working decentral units (i.e. a central coordination and facilitation function would be needed).

*Cost implications:* Socio-economic studies mainly come about with costs for staff plus some overhead and travel costs. The total costs depend on the number of studies required per year, regardless of whether these studies are conducted by a central body or decentralised units. Cost differences between centralised and decentralised organisational approaches very much depend on the determinants already outlined above. In case of a regular demand for quite homogeneous studies, a central body might be able to realise some cost savings from specialisation. On the other side, in case of high heterogeneity and irregularity of demand, a centralised approach may come at high costs due to not fully used capacities in times of low demand and a need for additional subcontracting in times of high demand or in case of a need for very specialized know-how. Due to fixed costs, this may contribute to considerably higher costs of a centralised approach. Furthermore, since it is difficult to predict the need for such studies in the long run, a decentralised approach including a considerable amount of contracting-out studies to independent experts and research institutions provides much more flexibility and avoids investments into a research infrastructure that might be lost if the demand is lower than previously expected.

*Rationale for implementation of task:* The preparation of studies, especially impact assessments is relatively frequently suggested by stakeholders as a task of a CRC. Facilitating the preparation of relevant socio-economic studies and impact assessments is one of the tasks of a Centre explicitly suggested by the TOR of this study. There appears to be a strong rationale for facilitating such studies as far as they concern Community relevant aspects.

#### *Formulation of policy advice*

*Description:* The formulation of policy advice includes the development of recommendations to policy makers at Community level based on scientific evidence and possibly on results of prior studies as well as impact assessments.

*Degree of centralisation required:* Policy advice can be given by central as well as decentral bodies. Nevertheless, even if a decentralised approach is preferred, a need for a minimum level of central coordination and harmonisation exists. The arguments discussed before regarding the preparation of studies are also valid here. Again, the scope, quantity and regularity of policy advice very much determine to what extent a centralised approach can be taken into account. Existing examples often include a combination of central and decentral elements. Community agencies often provide policy advice to EU decision makers but do so by contracting out major parts of the preparatory work to external research institutions and experts. The combination of a central coordination and controlling body organising a network of expertise and, at the same time, serving as the only contact point for policy makers, reduce transaction costs on the side of policy makers.

*Rationale for implementation of task:* Formulation of policy advice is relatively often suggested by stakeholders as a task of a CRC. Scientific advice at EU level is currently provided by EFSA, also covering animal welfare related issues (see also section 5.1 above). However, EFSA has a specific and time-consuming procedure to develop scientific opinions. Policy advice in a broader sense, e.g. based on socio-economic studies and impact assessments, is currently out of the scope of EFSA's activities.

This leads to the following conclusion:

**8. Preparation of socio-economic studies and impact assessments, as well as the formulation of policy advice, is a feasible task under both centralised and decentralised approaches.** The feasibility of a centralised approach depends on heterogeneity of issues and the regularity and predictability with which such studies have to be conducted or the advice has to be formulated. A decentralised approach is better suited if a large variety of research issues is to be covered and demand is irregular, to reduce the risk of over- or under-capacities of a central body. Under a decentralised approach, a central coordination and facilitation function is needed.

#### Assessment of existing practices and standards

*Description:* This task includes the identification and scientific assessment of existing animal welfare standards and practices in EU Member States. A comprehensive assessment of existing practices and standards contributes to an EU-wide harmonisation.

*Degree of centralisation required:* The identification of existing standards and practices requires sufficient knowledge of the practices and standards established in EU Member States. Since farming traditions and systems as well as animal welfare standards and practices are very diverse throughout the EU, this is a demanding task that requires a considerable amount of familiarity with local conditions and traditions. In Germany, for instance, the national framework for the assessment of animal husbandry systems developed by more than 50 experts in collaboration with two research institutions includes detailed assessments of 139 different farming systems for cattle, pigs, chicken, turkeys, ducks and horses.<sup>12</sup> This study is neither comprehensive – the study includes only exemplary assessments – nor does it include any species (for instance sheep and goats) and farming systems with minor relevance in Germany. This example illustrates that there is a strong need for local knowledge that is typically provided by decentralised organisational approaches but is very difficult to acquire by a central unit. The more diverse the national standards and practices are, the less applicable is a centralised approach. The assessment of existing standards and practices requires, on the one side, local knowledge and, on the other side, a harmonised definition and application of assessment criteria. Again, local knowledge is most reliably provided by existing national bodies whereas a harmonised use of assessment criteria requires a central approach. As far as the assessment triggers actions to harmonise standards and practices throughout the EU, this is only possible with the help of a central body.

*Cost implications:* The tasks assigned to a central body will mainly require additional staffing (or create opportunity costs as far as these tasks are assigned to existing staff). The involvement of decentral units that already exist may add some costs if the information required by the EU is not readily available. Furthermore, close collaboration of a central unit and decentral research institutions will cause some travel costs.

*Rationale for implementation of task:* The assessment of existing practices and standards is less frequently suggested by stakeholders as a task of a CRC. It is, however, a prerequisite for standard setting efforts, independent from whether this assessment is conducted by a CRC or other bodies.

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<sup>12</sup> KTBL 2006.

*Collection and dissemination of best practices*

*Description:* The collection and dissemination of best practices includes the identification and assessment of practices as well as the subsequent dissemination of those practices considered to be best practices. Taking into account that the scientific assessment of existing animal welfare standards and practices discussed in the previous sub-section provides most of the input for identifying and disseminating best practices, this task can be to a large extent reduced to the administration of a central set (such as a database) of best practices and the diffusion of the identified best practices throughout EU Member States.

*Degree of centralisation required:* The identification of best practices requires bringing together a very broad spectrum of local and central expertise since in the face of diverse farming systems, standards and practices and difficult assessments, the identification of best practices is a sizable challenge. The administration of best practices identified by the scientific community requires a central database. The set-up and maintenance of this database very much parallels similar approaches already discussed above (i.e., databases of existing animal welfare schemes and existing research projects on animal welfare). The dissemination of best practices requires a central impulse that generates momentum for establishing new practices and standards. At the same time, decentral support for the implementation of new practices and standards is required to broadly disseminate the new approaches in EU Member States and to overcome local resistance to change. For this type of task a combination of central and decentral elements appears to be necessary.

*Cost implications:* Based on the assumption that this task builds upon the assessment of existing practices and standards described above, the additional costs incurred include:

- The costs of organising workshops or standing committees in which experts share their knowledge to identify best practices;
- The costs of setting-up and maintaining a database;
- The costs of disseminating best practices occur to a smaller extent in the central unit and to a larger extent in EU Member States. The costs very much depend on how information is disseminated (quantity of information provided, media coverage, sustainability of change activities etc.) and to whom (to representatives of farmer's associations and veterinarians, or to individual farmers etc.). Other cost determinants include industry structure, for instance number and size of farms and firms, discrepancy between old and new standards and practices and the intensity of resistance to change. Without additional information, the exact costs are very difficult to estimate.

*Rationale for implementation of task:* Collection and dissemination of best practices is relatively often suggested by stakeholders as a possible task of a CRC. It is not a prerequisite for standard setting efforts, but could provide synergies with the previously discussed task.

This leads to the following conclusion:

- 9. The assessment of existing practices and standards and the collection and dissemination of best practices require a mixed approach of centralised and decentralised elements.** The most feasible approach relies on expertise available in Member States' institutions and, at the same time, ensures a central perspective and support where this is required, such as for the harmonised definition of assessment criteria, and the administration of a central set of best practices (e.g. through a database).

### **7.4.3. Education and communication**

#### Information of consumers

*Description:* Information of consumers about animal welfare concepts and policies comprises the transmission of information to the targeted recipients of these messages.

*Degree of centralisation required:* In marketing it is assumed that this task includes decisions on the sender of information, addressees or audience, content of messages, communication channels, design of messages and intended effects of messages. On the one hand, intertemporal consistency with regard to form and content is considered paramount for successful communication strategies.<sup>13</sup> Consistency is easier to achieve through a centralised approach. Involvement of a central competence centre may also allow guaranteeing high standards with regard to content (correctness etc.), topicality and design. On the other hand, successful communication depends on AIDA: attract Attention, maintain Interest, create Desire and get Action on the consumers side.<sup>14</sup> Therefore, communication is closely related with culture, i.e. the pattern of shared basic assumptions that tell people what the correct way is to perceive, think and feel in relation to certain issues. Verbal and especially non-verbal communication is strongly culturally bound.<sup>15</sup> This limits the potential of a centralised approach to consumer information and requires national or, more precisely, cultural adaptations of a centrally designed communication strategy. Otherwise, the likelihood of ineffective communication is high.

*Cost implications:* Costs of consumer information depend, among others, on the size of the target group, communication channels chosen, aimed frequency of transmission of key message, etc. It is therefore not possible to assess costs of this task at this stage. It is, however, obvious that any meaningful way to access directly EU consumers will be a very resource intensive task, if done through the use of mass media other than the Internet. And even with the Internet translation costs for consumer information into all EU languages can be substantial and the required cultural adaptation work intensive.

*Rationale for implementation of task:* Information of consumers is less frequently suggested by stakeholders as a task of a CRC. Based on the analysis of the contractor, there also appears to be little rationale for a CRC under both centralised and decentralised approaches for active and direct provision of consumer information on animal welfare throughout the EU, as it is unlikely that sufficient resources would be available to conduct effective pan-European campaigns. However, targeted information provision to multipliers such as journalists and animal welfare organisations for their consumer information activities appears to be more in line with the potential capabilities of a CRC and can therefore be considered as sub-item of the following task.

#### Advising and education of stakeholders

*Description:* Advising and education of stakeholders includes the collection, assessment and dissemination of information to various stakeholders, including, but not restricted to, government agencies, farms and firms, industry associations, animal welfare organisations (and, if one takes into account the analysis in the previous sub-section other multipliers such as journalists).

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<sup>13</sup> Meffert, Burmann and Kirchgeorg, 2008.

<sup>14</sup> Barry and Howard, 1990.

<sup>15</sup> Perkins, 2008.

*Degree of centralisation required:* Advising and educating stakeholders requires, on the one hand, the access to the whole spectrum of animal welfare-relevant information and the ability to identify best practices. In this respect, a CRC under a centralised approach can be expected to have advantages over a multitude of decentral bodies in EU Member States. A centralised approach would also allow transmitting a consistent message that avoids contradictory advice to different stakeholders or inconsistencies between EU Member States. On the other hand, education is also culturally bound.<sup>16</sup> Therefore, if advising and education of stakeholders does not only address top management levels of international nongovernmental organisations but also regional groups and organisations, there is a need for decentralised concepts that are more apt to take into account cultural diversity.

*Cost implications:* The costs of advising and education of stakeholders very much depend on the number and profile of educational activities conducted at EU level and in the Member States and the number of participants reached. Without additional information, the exact costs are very difficult to estimate.

This leads to the following conclusion:

**10. The task of advising and educating stakeholders is feasible under a centralised approach only as long as it is restricted to a small group of internationally socialised stakeholder representatives.** If a broad concept of advice and education is implemented that also addresses national and regional groups and other actors presumably more deeply rooted in local cultures, the need for accounting for these local cultures through a decentralised approach outweighs the advantages of a central approach. However, a central Community Reference Centre could support decentral activities by engaging in the training of trainers and in providing relevant educational resources. Similarly, a CRC could provide targeted information to multipliers such as journalists and animal welfare organisations for their information activities, without directly targeting consumers.

#### **7.4.4. Research and implementation**

##### *Research on animal welfare and protection practices*

*Description:* Research on animal welfare and protection practices includes research on the various determinants of animal welfare (such as inbred predispositions, housing systems, management practices, and the natural environment), on the consequences of animal's welfare (behaviour, physiology, pathology, productive performance) and on behavioural, physiological, pathological, performance and environmental indicators for measuring animal welfare.

*Degree of centralisation required:* In principle, research on animal welfare can be done in central and decentral research units. However, research on animal welfare and protection includes a wide and very diverse spectrum of research activities. This makes it very difficult or at least costly to establish a central unit that is highly competent in all research areas and with regard to all research methodologies. Centralised research on animal welfare and protection in a CRC appears therefore to be an unrealistic alternative. A competence centre of focal point at a

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<sup>16</sup> Matarasso, 2001.

CRC that serves as a node in the network on research on animal welfare appears to be more feasible under a centralised approach.

*Cost implications:* Leaving research to the existing bodies in the Member States would not create any additional costs, except for the commissioning of research to them to close knowledge gaps identified as being relevant in a Community perspective, e.g. needed for the standard setting process. To assess the extent to which such gaps exist and the amount of EC funding required to fill them was not the mandate of this study. The establishment of a (comparatively lean) focal point for research in a CRC would create some additional costs for staff, facilities, and administration. Furthermore, close collaboration with national institutions may create additional costs on their side and travel expenses. On the other hand, a focal point for research on animal welfare and protection does currently not exist at EU level. If a focal point for research in a CRC results in a more coordinated research approach, improved communication between experts, higher quality of decentral research projects and a wider dissemination of research results, these effects – although very difficult to quantify in monetary terms – will possibly (over-)compensate the extra costs.

*Rationale for implementation of task:* Research on animal welfare and protection practices is one of the tasks of a CRC most frequently suggested by stakeholders. It appears, however, to be also a task which is resource intensive and where the risk of duplication with ongoing research activities is comparatively high (see above). The analysis of the contractor could not identify a clear rationale for conducting research on animal welfare practices at a Community Reference Centre, as the number of potential issues to be covered is potentially very high and it appears to be difficult to provide the necessary expertise in all fields in a central institution. A possible rationale for a central intervention at Community level, however, is to facilitate the coordination of animal welfare related research in the EU through a central focal point for research at a CRC with relevant databases (see above) and, where necessary and possible, through commissioning of relevant research to existing institution to close knowledge gaps identified as being relevant in a Community perspective.

This leads to the following conclusion:

**11. Conducting research on animal welfare and protection practices seems to be less feasible under a centralised approach.** Research on animal welfare and protection has to rely on the existing infrastructure of research institutions in order to avoid a duplication of work. However, the creation of a focal point for research in a central CRC could provide benefits through more coordinated research in the EU, improved communication between experts and consequently higher quality of decentral research projects.

#### *Auditing and certification of existing animal welfare schemes*

*Description:* This task comprises the auditing of farms and firms participating in an animal welfare scheme, i.e. the assessment and approval of operators by a certification body on an accredited standard.

*Degree of centralisation required:* Auditing is a service activity. Services typically require a comparatively close distance between service providers and clients since the providers have to perform the service on the farms or in the firms audited. Therefore, auditing needs a decentralised approach involving existing national certification bodies. A successful example is the auditing of organic farms and firms on the basis of Regulation (EEC) 2092/91 (or, more recently, Regulation (EC) 834/2007). In the organic sector auditing is organised on a

decentralised basis in EU Member States. This can be considered a blueprint for other auditing procedures. Nevertheless, despite the predominantly decentral character of auditing, some central controlling and documentation is often advisable. Private standard owners, for instance, often document the certification status of participating farms and firms, ensure minimum qualification of certification bodies (for instance, through accreditation or by defining minimum formal qualifications, training activities or experiences) or check the reliability of auditors, for instance by comparing audit results of different certifying bodies.<sup>17</sup>

A related question is whether auditing should be organised publicly or privately. Existing certification systems implemented in EU Member States show that most countries strongly rely on private certification bodies acting on the basis of private or public standards. This is also the case in the field of organic farming. Obviously many EU Member States highly esteem the cost efficiency, flexibility and responsiveness of private task accomplishment in this field. In contrast, a central Community authentication process of PDOs, PGIs and TSGs is often considered time-consuming. In this context, a broader participation of private external agencies is discussed as one possible solution to the problem.<sup>18</sup>

*Rationale for implementation of task:* Auditing and certification of existing animal welfare schemes is one of the tasks least often suggested by stakeholders. In line with this assessment, and also based on the analysis of the contractor, there appears to be hardly any rationale to provide auditing and certification of schemes at a central level, taking into account experiences with similar schemes in other areas. However, there is possibly a rationale for some central coordination and quality assurance.

This leads to the following conclusion:

**12. Auditing and certification of existing animal welfare schemes is to a large extent a decentral service function and it appears not to be a feasible task for a CRC under any of the options.** A possible related task that could be relevant for a CRC under centralised options is some coordination and quality control, e.g. to ensure minimum standards for the certification and audit process.

#### *Development of the Three Rs in the field of research animals*

*Description:* The Three Rs refer to methods or modification of methods that contribute to the reduction, refinement or replacement of animal based research.

*Degree of centralisation required:* Methods or modification of methods that contribute to the reduction, refinement or replacement of animal based research is a task that requires central coordination. For this reason the European Centre for the Validation of Alternative Methods (ECVAM) was set up in 1991. As defined in the Communication of the European Commission to Council and the European Parliament in October 1991, the following tasks are assigned to ECVAM:<sup>19</sup>

- Coordination of the validation of alternative test methods at the European Union level;

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<sup>17</sup> Schulze et al., 2007.

<sup>18</sup> Profeta and Balling (2007)

<sup>19</sup> See <http://ecvam.jrc.it>.

- ❑ Acting as a focal point for the exchange of information on the development of alternative test methods;
- ❑ Set-up, maintenance and management of a database on alternative procedures;
- ❑ Promotion of dialogue between legislators, industries, biomedical scientists, consumer organisations and animal welfare groups, with a view to the development, validation and international recognition of alternative test methods.

*Cost implications:* A CRC would likely not focus on development of the Three Rs in the field of research animals in areas for which ECVAM is responsible to avoid duplication of tasks. Therefore, there are no related costs in this respect.

*Rationale for implementation of task:* Development of the Three Rs in the field of research animals is the tasks least often suggested by stakeholders. Also, there appears no rationale for extending the scope of possible tasks of a CRC to this area, at least concerning those aspects that fall under the responsibility of ECVAM. In case there should be additional need for coordination at EU level regarding research animals, it appears to be more appropriate to extent the mandate of or provide additional resources to ECVAM rather than to create parallel structures with overlapping mandates.

This leads to the following conclusion:

**13. A CRC should not contribute to the development of the Three Rs in the field of research animals in areas where ECVAM is already responsible.** In case there should be additional need for coordination or research at EU level regarding research animals, it appears to be more appropriate to extent the mandate of or provide additional resources to ECVAM rather than to create parallel structures with overlapping mandates.

## **8. Assessment of options**

The analysis of the previous sub-sections has illustrated that the feasibility of specific tasks of a possible CRC for Animal Protection and Welfare is strongly influenced by whether a centralised or a decentralised approach is chosen. Both approaches have some specific advantages and disadvantages for specific tasks. A mix of central and decentral elements could possibly avoid cost and quality disadvantages and capture as many advantages as possible.

**Therefore this study suggests a mixed approach that uses a task-specific strategy to determine central and decentral elements of a possible Community Reference Centre.**

This conclusion is to a large extent in line with the opinions of experts interviewed during the preparation of this study.

- Experts generally agree that coordination tasks (standard setting, harmonisation of welfare indicators, operation of databases) require a centralised CRC.
- In contrast, policy advice and research and implementation are often not seen as tasks of a centralised EU body, although some experts disagree regarding the question whether policy advice should be a task of the Community Reference Centre or not, and whether the Centre should also initiate (but not perform) research projects, including projects on the economic aspects of animal welfare.

Therefore, a comparatively small central unit is preferred that, for instance, works on standard setting, harmonises welfare indicators and audit procedures, documents information and informs consumers through provision of databases. In a dynamic perspective it is also advised to start with some core tasks and to add extra tasks later on without duplicating existing tasks.

The results of the assessment conducted in the previous sections are presented in the following overview table. It illustrates the advantages of a mixed approach over other options.

**Feasibility Study Part 2: Community Reference Centre for Animal Protection and Welfare**  
**DG SANCO Evaluation Framework Contract Lot 3 (Food Chain)**

**Table 12: Assessment of feasibility of options**

| Criteria   | Centralised  | Decentralised  | Mixed approach                                       | No change  |
|--|--|--|--|--|
| <b>Existing bodies</b>   |  |  |  |  |
| Number of bodies available/willing to contribute to CRC  | +  | ++   | ++   | Continuation of activities in MS without coordination. |
| <i>The most significant expertise located at universities and research institutes in MS. The feasibility of options relying on private bodies (options 3 and 5) limited.</i> |  |  |  |  |
| <b>Conformity with principles</b>  |  |  |  |  |
| Complementing, not duplicating, current activities by other Community bodies   | ++<br><i>May provide a simpler coordination process than decentralised approaches.</i>   | +<br><i>Also feasible if a central coordination is foreseen.</i> | ++<br><i>Combines advantages of both approaches.</i> | No complementing activities.                           |
| All areas of animal use should be covered (zoos, wildlife etc.)  | +<br><i>Feasible if decentralised elements are used.</i>   | ++<br><i>Very feasible to cover all areas of use.</i>            | ++<br><i>Combines advantages of both approaches.</i> | No coverage.   |
| The Centre should be independent from outside interests  | + / ++ (Community body)<br><i>Stakeholder trust highest for entrusting a Community body. Stakeholders do not consider options relying on private bodies (Options 3 and 5) as feasible.</i>   | +  | + / ++ (Community body)                              | Not applicable.  |
| <b>Potential tasks: I. Harmonisation and coordination</b>  |  |  |  |  |
| Standard setting and maintenance, harmonisation of animal welfare indicators   | ++<br><i>Very feasible under all centralised approaches. Also feasible under decentralised approaches, if delineation of areas is feasible and central coordination is provided.</i>   | O / +<br><i>Fully decentralised approach not feasible.</i>       | ++   | No standard setting and harmonised indicators.         |
| Databases related to the existing animal welfare schemes and other areas   | ++<br><i>Very feasible under all centralised approaches. Decentralised approaches feasible, as long as this allows synergies between the operation of different databases.</i>   | O / +  | ++   | No databases.  |
| <b>Potential tasks: II. Policy advice and best practices</b>   |  |  |  |  |
| Preparation of socio-economic studies, impact assessments, policy advice   | + / ++<br><i>Feasible task under all approaches. Decentralised approach more feasible if large variety of research issues is to be covered and demand irregular</i>  | + / ++   | ++   | No preparation of studies through CRC.                 |
| Assessment of existing practices and standards, dissemination of best practices  | O / +<br><i>Requires a mixed approach of centralised and decentralised elements, to use expertise available in Member States' institutions and ensures central perspective.</i>  | O / +  | ++   | No assessment and collection of best practices.        |
| <b>Potential tasks: III. Education and communication</b>   |  |  |  |  |
| Advising and educating stakeholders  | O / +<br><i>Feasible under a centralised approach only as long as it is restricted to a small group of stakeholder representatives. If a broad concept of advice and education is implemented, a decentralised approach is needed.</i> | +  | ++   | No advice and education.                               |
| <b>Potential tasks: IV. Research and implementation</b>  |  |  |  |  |
| Research on animal welfare and protection practices  | O / +<br><i>Less feasible under a centralised approach. Creation of a focal point for research in central CRC could provide benefits (mixed approach).</i>   | +  | +  | No coordination of research through CRC.               |
| Auditing and certification of existing animal welfare schemes  | O / +<br><i>Decentral service functions. Not a feasible task under any of the options. Relevant under centralised options and mixed approach is coordination, quality control.</i>   | O  | O / +  | No EU level coordination and quality control.          |
| Development of the Three Rs in the field of research animals   | O<br><i>Any tasks of a possible CRC in this area could potentially lead to duplication of activities with ECVAM and are therefore likely to be unfeasible/inefficient.</i>   | O  | O  | No difference to options.                              |

Source: Civic Consulting. ++ = very feasible, + = partly feasible, O = not feasible.

Whereas the assessment of feasibility of the different options clearly documents the advantages of a mixed approach compared to other options, the mixed approach does not significantly differ concerning possible economic, social and environmental impacts from the centralised or decentralised approach (see Table 13 on the next page). Under all three approaches involving the setting up of a CRC the following potential benefits can be obtained

- ❑ Standard setting and harmonisation can lead to *benefits in terms of animal welfare*, to the extent that such standards create awareness among farmers and other relevant groups and are effectively implemented;
- ❑ All three options can potentially lead to a *better coordination of animal welfare related research* in the EU. Under a decentralised and mixed approach a positive impact on existing research bodies is more likely, as they are more directly involved. A better coordination of animal welfare related research could also potentially lead to *costs savings*, as it would contribute to avoiding duplication of research in different national institutions – however, the extent to which such duplication currently occurs is not known, making assessment of potential savings difficult.

On the other hand, the “no change” option can be expected to potentially lead to a number of negative impacts:

- ❑ Possible *economic losses* due to a lack of consumers’ choices, if the lack of harmonised standards reduces the feasibility of animal welfare labelling systems (leading to an imperfect market);
- ❑ Possible *continuation of low degree of coordination* and of potential duplication of research in animal welfare;
- ❑ In the long run *lower levels of welfare of farm animals* possible compared to other options (depending on the effectiveness of a possible Centre).

However, contrary to the other options the “no change” option would not imply any implementation costs for the Community budget.

**Table 13: Assessment of possible impacts of options**

| Criteria   | Centralised   | Decentralised | Mixed approach | No change  |
|--|---|---------------|----------------|--|
| <b>Direct and indirect economic impacts</b>                      |   |               |                |  |
| Costs of the centre  | -   | -             | -              | O<br><i>No direct costs.</i>   |
|  | <i>A CRC will involve direct costs under all approaches. Although reduction of costs is possible through exploiting synergies with existing bodies, it appears not possible to relate them to specific options without further detail concerning possible bodies involved and the scope of the tasks finally decided for a CRC.</i>             |               |                |  |
| Indirect impact on farmers, consumers, etc.                      | O / +   | O / +         | O / +          | - / O<br><i>Possible economic losses due to a lack of consumers' choices ( imperfect market).</i>              |
|  | <i>No indirect costs for stakeholders expected, as long as use of standards and indicators is voluntary. Standard setting and harmonisation can, however, lead to economic benefits such as increased choice for consumers, to the extent that such standards are effectively implemented (e.g. in the framework of a AW labelling system).</i> |               |                |  |
| <b>Direct and indirect social impacts</b>                        |   |               |                |  |
| Impact on welfare of farm animals                                | O / +   | O / +         | O / +          | O<br><i>No direct impacts. However, in the long run lower levels of AW possible compared to other options.</i> |
|  | <i>Standard setting and harmonisation can lead to benefits in terms of animal welfare, to the extent that such standards create awareness among farmers and other relevant groups and are effectively implemented.</i>  |               |                |  |
| Impact on existing research bodies in the area of animal welfare | O / +   | +             | +              | - / O<br><i>Possible continuation of low degree of coordination and of potential duplication of research</i>   |
|  | <i>All options can potentially lead to a better coordination of AW related research in the EU. Under a decentralised and mixed approach a positive impact on existing research bodies is more likely, as they are more directly involved.</i>   |               |                |  |
| Impact on employment   | O   | O             | O              | O<br><i>No impacts.</i>  |
|  | <i>Negligible impacts on employment under all options.</i>  |               |                |  |
| <b>Direct and indirect environmental impacts</b>                 |   |               |                |  |
| Impact on environment  | O   | O             | O              | O<br><i>No impacts.</i>  |
|  | <i>No direct or indirect impacts under all options.</i>   |               |                |  |

Source: Civic Consulting

++ = significant positive impact, + = somewhat positive impact, O = neutral

-- = significant negative impact, - = somewhat negative impact

This leads to the following conclusion:

**14. The most feasible approach for establishing a Community Reference Centre for Animal Protection and Welfare is a mixed approach combining central and decentral elements.** With this approach, a relatively small CRC at central level would become a focal point for coordination and harmonisation of Community relevant issues in the field of animal welfare, performing its task in close collaboration with and support of a network of relevant research institutions in the Member States.

## 9. Structure of the centre, practical setting and costs

### 9.1. Alternatives for the scope of a CRC

The previous section concluded that a mixed approach has to be considered the most feasible option. A mixed approach for a Community Reference Centre is an approach that uses a task-specific strategy to determine central and decentral elements. This would in practical terms mean that the CRC has the character of a comparatively lean central coordination unit (either at a Community body or at one public body in a Member State) that cooperates with a network of relevant research institutions in the Member States, which take on responsibility for specific sub-tasks (either through institutional support or on a project basis) and participate in working groups. Possible sub-tasks conducted by network partner could include conducting studies and impact assessments, implementing targeted research on AW issues with Community relevance, conducting education and dissemination activities etc. Of course, this approach in itself can be implemented in various ways. Possible variables are the size of the CRC itself and the resources available for the network tasks. In this section, three alternatives are explored, namely a *minimum*, *medium* and *maximum* scope of tasks (see table below).

**Table 14: Minimum, medium and maximum scope of tasks for a possible CRC**

| Tasks  | Minimum scope  | Medium scope  | Maximum scope  |
|--|--|---|--|
| <b>I. Harmonisation and coordination</b>                                 |  |   |  |
| Standard setting and maintenance, harmonisation of AW indicators         | Standard setting, harmonisation of animal welfare indicators                                       |   |  |
| Database related to the existing AW schemes                              | Implementation and maintenance of database on AW schemes   |   |  |
| <b>II. Policy advice and best practices</b>                              |  |   |  |
| Preparation of socio-economic studies, impact assessments, policy advice | Central coordination, controlling of studies, impact assessments, policy advice                    | Formulation of policy advice  | Performance of studies, impact assessments, formulation of all policy advice |
| Assessment of existing practices and standards                           | Definition of harmonised criteria for assessing practices and standards                            | Central database of best practices                                      | Identification and assessment of practices and standards                     |
| Dissemination of best practices  | Central coordination of collection and dissemination of best practices                             |   | Active dissemination of best practices                                       |
| <b>III. Education and communication</b>                                  |  |   |  |
| Advising and educating stakeholders                                      | No tasks   | Competence centre for advice and education of stakeholders              | Active advice and education of stakeholders                                  |
| Consumer information   | Basic consumer information strategy, implementation of website                                     |   | Implementation of strategy through multipliers                               |
| <b>IV. Research and implementation</b>                                   |  |   |  |
| Research on animal welfare and protection practices                      | No tasks   | Competence centre for AW research (including central research database) | Conducting meta-analysis of research on AW                                   |
| Auditing and certification of existing AW schemes                        | Central coordination and quality assurance of auditing and certification of animal welfare schemes |   |  |

Source: Civic Consulting.

In the *minimum* scope alternative, the Community Reference Centre only focuses on those tasks that necessarily have to be organised centrally in order to avoid a lack of harmonisation and coordination. These would include:

- ❑ Standard setting, harmonisation of animal welfare indicators;
- ❑ Implementation and maintenance of database on AW schemes;
- ❑ Central coordination and controlling of studies, impact assessments, policy advice;
- ❑ Definition of harmonised criteria for assessing practices and standards;
- ❑ Central coordination of collection and dissemination of best practices;
- ❑ Basic consumer information strategy, implementation of website;
- ❑ Central coordination and quality assurance of auditing and certification of animal welfare schemes.

Organising these tasks in a central Community Reference Centre does not preclude close collaboration with a network of relevant research institutions in the Member States. After a set-up phase in which some additional staff might be required to get things started, it is estimated that 4 to 6 staff members would be sufficient for a minimum scope Community Reference Centre. The cost assessment in Table 15 below is therefore based on 5 staff for a minimum scope CRC.

In the *medium* scope alternative, a Community Reference Centre performs several additional tasks, namely:

- ❑ Some formulation of policy advice;
- ❑ Central database of best practices;
- ❑ Competence centre for the coordination and harmonisation of advice and education of stakeholders;
- ❑ Competence centre for AW research (including central research database).

Organising these tasks in a medium scope Community Reference Centre does not preclude close collaboration with a network of relevant research institutions in the Member States. After a set-up phase in which some additional staff might be required, it is estimated that 10 to 12 staff members would be sufficient for a medium scope Community Reference Centre. The cost assessment in Table 15 below is therefore based on 11 staff for a medium scope CRC.

In the *maximum* scope alternative, a Community Reference Centre performs the following additional tasks:

- ❑ Performance of studies, impact assessments, formulation of all policy advice;
- ❑ Identification and assessment of practices and standards;
- ❑ Active dissemination of best practices, active advice and education of stakeholders;
- ❑ Implementation of consumer information strategy through multipliers;
- ❑ Conducting meta-analysis of research on AW concerning issues relevant to the Community.

Setting up a maximum scope Community Reference Centre does not preclude close collaboration with a network of relevant research institutions in the Member States. After a set-up phase in which some additional staff might be required, it is estimated that about 20 to 25 staff members will be required for a maximum scope Community Reference Centre. The exact size very much depends on how many socio-economic studies and impact assessments will be

performed by the Centre itself, how much policy advice is required, and which education/information activities are considered appropriate. The estimate of 20 to 25 staff relates to a minimum staffing for a Centre that conducts the tasks listed under the minimum and medium scope alternatives and the above listed additional tasks. Related estimates will need to be updated once relevant data on the specific details of the tasks to be conducted becomes available in the further planning process. At this stage, the cost assessment in Table 15 below is based on 23 staff for a maximum scope CRC.

This leads to the following conclusion:

**15. A mixed approach for a Community Reference Centre based on a task-specific strategy to determine central and decentral elements can be implemented by assigning alternatively a minimum, medium and maximum scope of tasks to the CRC.** Under the minimum alternative a CRC would only focus on those tasks that necessarily have to be organised centrally in order to avoid a lack of harmonisation and coordination. A medium alternative would include setting up competence centres for education of stakeholders and research in the field of AW. A maximum alternative would involve additional implementation tasks.

## **9.2. Preconditions and necessary arrangements for implementation**

The preconditions and necessary arrangements for implementation do not differ significantly between the three alternatives. The basic questions to be answered before implementing a Community Reference Centre on animal welfare include:

- Tasks to be performed;
- Network partners;
- Host structure;
- Communication structure;
- Internal management structure;
- Staffing;
- Location, buildings and administrative infrastructure.

These issues are addressed in more detail in the following sub-sections.<sup>20</sup>

### Tasks to be performed

The final decision on the tasks performed by the Community Reference Centre can be based on the discussion of tasks above and would also need to take into account the cost effects of the alternatives (minimum, medium, maximum scope) outlined in Table 15 below.

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<sup>20</sup> This section and the following section are based on data collected through expert interviews and an analysis of the contractor, including concerning the experience of similar structures in other policy areas, such as the Community Reference Laboratories, ECVAM, JRC and EFSA.

### Network partners

Regardless whether a minimum, medium or maximum scope of tasks for a Community Reference Centre is chosen, the Centre will have to rely on decentralised partners since even a comparatively large Centre would not have all necessary expertise nor will it be able to perform the large number of tasks considered as relevant from a Community perspective. Differences between the alternatives exist with regard to the degree to which the Centre depends on external partners.

In the minimum scope case the Centre's tasks are more or less restricted to standard setting, harmonisation and central coordination. Operational tasks will need to be performed by external service providers or existing research bodies. This situation is somewhat different in the maximum scope scenario in which the Centre has more internal resources to perform at least a part of the operational tasks. In any case, the selection of network partners would need to be based on expertise and, where appropriate, costs.

Cooperation with network partners could involve three different approaches:

1. Outsourcing of sub-tasks through institutional support (i.e. with a longer-term perspective);
2. Outsourcing of sub-tasks on a project basis (i.e. with a limited time horizon);
3. Participation in regular expert working groups to elaborate on specific issues.

For the cost assessment in Table 16 below only approaches 2 and 3 have been considered, but the picture would not change substantially if the resources foreseen for a cooperation on a project basis was used for institutional support, depending also on the relevant legal basis for the provision of Community funds.

### Host structure

In line with the TOR a Community Reference Centre would be attached to a body or an agency already existing at the EU level or in a EU Member State. This would also allow the realisation of economies of scale with regard to, for instance, management tasks, office space and administrative services. For the selection of possible host structures for a CRC the following criteria are relevant: synergies and task interdependences, independence, and position.

*Possible synergies and task interdependences:* Synergies can be created if a host structure already has expertise and conducts research that is relevant for the CRC, e.g. concerning AW indicators, and/or already employs work procedures, such as a networking approach for research or formulation of advice, that can be used by the CRC. Task interdependences "can be defined as a situation in which decision-maker A's decisions and subsequent actions influence the situations decision-maker B faces when making his [or her] own decisions".<sup>21</sup> Such interdependences can be expected between the Centre and other institutions with animal welfare-related tasks. The more intensive the task interdependences between two organisational units are, the more efficient it is to organisationally integrate both units in order to make communication between interdependent units easier.<sup>22</sup> Synergies and task interdependences between a CRC and the host structure could be expected to be relevant for several bodies at the EU (EFSA and JRC) and MS level (see section 5 above), with possibly larger synergies existing

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<sup>21</sup> See Theuvsen (2003), p. 126.

<sup>22</sup> See Frese (2005).

for some of the larger research institution existing in the area of AW in the Member States, as the current activities in the area of AW at Community level are relatively limited.

*Independence:* Neutrality is an important issue in the area of animal welfare. The institution hosting the CRC would therefore need to provide the required neutrality. Stakeholders that provided an opinion in the survey suggested that a Community body would be best suited to safeguard independence from outside interests (see Figure 3 above). Stakeholder trust is an important criterion, however, it appears also possible to safeguard independence under other arrangements involving a MS body as host structure.

*Position:* The question whether the CRC would be better integrated into an existing body or agency at the EU level or in a EU Member State, involves also a symbolic dimension. Positioning an organisational unit at a high level, close to Community decision makers, could be a signal concerning the relevance of the task and possibly strengthens the Centre's position in disputes with other institutions, be it at the EU or the Member State level.<sup>23</sup> This view appeared at several instances in interviews, where experts saw advantages of positioning the Centre at the EU level and expected that attachment of the Centre to an existing EU unit could improve effectiveness and cost-efficiency.

In balance both a Member State body (i.e. an independent public agency or university/research institute) and a Community body are possible host structures for a CRC, with certain advantages of a Community body functioning as hosting structure for a CRC, including a position close to EU decision makers and the greater trust of stakeholder in its independence. However, possible synergies between a CRC and the current work of some relevant Member State bodies (independent public agencies and university/research institutes) could also be a relevant consideration.

A final recommendation on which organisation would be suitable for hosting the CRC could be done on the basis of the following considerations:

- *Selection on basis of stakeholder opinion*, indicating a Community body as most preferable option concerning independence from outside interests and proximity to EU decision makers;
- *Selection on basis of existing expertise in AW and available staff resources*, allowing a larger number of alternatives, including both Community and MS institutions, as indicated in the tables of section 5.

Which of the criteria is given preference appears to a significant extent a policy decision. Also, a more detailed evaluation process of the candidate bodies regarding their available expertise in the area of animal welfare would be needed.

#### Communication structure

Regardless of its size, the Community Reference Centre will have to communicate extensively with existing research institutions, competent authorities and other stakeholders on various levels in all EU Member States. Therefore, intensive communication relationships will be needed for the newly established Centre and the design of communication relationships is paramount. This includes decisions on the following aspects:<sup>24</sup>

- *Trigger:* Which events trigger communication activities?

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<sup>23</sup> See Frese and v. Werder (1993).

<sup>24</sup> See Frese (2005).

- ❑ *Addressee:* Who is the sender and who is the receiver of the information communicated?
- ❑ *Media:* Which media (electronic, paper, face-to-face, etc.) are adequate for which kind of information that has to be communicated?
- ❑ *Channel:* Can information be transferred through direct communication relationships between sender and addressee(s), or is an indirect communication channel preferable, incorporating, for instance, higher levels of management in the organisations involved in the information exchange?
- ❑ *Content:* Which information should be communicated between sender and addressee?

#### Internal management structure

Regardless of its size, the Centre will very much reflect characteristics of a professional bureaucracy.<sup>25</sup> Due to the high educational status of most of its employees, this type of organisation does not need an elaborate formal internal structure. Instead, the professional expertise of the employees resulting in a consistency of skills provides most of the required coordination. Similar structures can be found in other organisations dominated by professionals.<sup>26</sup>

#### Staffing

Staffing should take care of the required expertise (formal education, work experience) of staff members as well as the highly important neutrality of the institution. For this reason, organisations such as universities or government-funded research institutions may serve as pools for adequate staff.

#### Location, buildings, and administrative infrastructure

The location sends out a signal concerning the relevance, assertiveness and neutrality of the Centre. In this respect, a location at an established institution with close ties to the political centres of gravity of the EU provides some advantages (see above, host structure). This will also avoid any possible fear by stakeholders that the Centre might be unduly influenced by the Member State it is located in. All possible host structure considered above are likely to provide economies of scale in the provision of the administrative and technical infrastructure.

This leads to the following conclusion:

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<sup>25</sup> See Mintzberg (1979).

<sup>26</sup> See Theuvsen (1994).

**16. A Community Reference Centre would be attached to a body or agency already existing at the EU level or in a EU Member State.** This would allow the realisation of economies of scale with regard to management tasks, office space and administrative services. There are certain advantages of a Community body functioning as hosting structure for a CRC, including a position close to EU decision makers and the greater trust of stakeholder in its independence. However, possible synergies between a CRC and the current work of some relevant Member States bodies (independent public agencies and university/research institutes) could also be a relevant consideration.

### 9.3. Expected costs

In the framework of this feasibility study, the main focus concerning the expected costs of setting up a Community Reference Centre are annual operating costs.<sup>27</sup> These operating costs can be distinguished into two categories: costs of core activities and costs of network functions. The former are related to activities directly performed by the Community Reference Centre, whereas the latter occur due to the integration of MS research institutions and experts into the work of the Centre. Therefore, network costs are mainly related to travel, meeting, workshops and subcontracting of sub-tasks. Network costs very much depend on the number of experts per EU Member State involved, the intensity of cooperation and the type of tasks subcontracted.

With regard to the core activities the following cost categories are relevant:

- Staff costs;
- Overheads (including costs for rent of office space and office equipment);
- Meetings and travel (including per diems).

With regard to the network functions the following cost categories have been considered:

- Subcontracting of socio-economic studies and impact assessments;
- Subcontracting of Community relevant research on animal welfare and protection practices and/or other network functions;
- Subcontracting of information and dissemination activities (including website);
- Workshops with external experts.

Table 15 and Table 16 provide estimates concerning staff costs and total costs of a Community Reference Centre, including network functions. The estimates consider a minimum, medium and maximum scope of tasks for a Community Reference Centre for Animal Protection and Welfare as described in this section. The methodology of deriving the estimates is described in section 2 of this report. According to the estimates, costs for a CRC are as follows:

*Minimum scope CRC:* 635,875 Euro costs of core activities and 1,280,160 Euro costs of network functions, leading to a total of 1,916,035 Euro per year.

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<sup>27</sup> One-off costs for the implementation are not considered separately. As it is not considered to be realistic that a CRC would conduct research itself and need laboratory equipment, only office equipment is relevant. Costs of office equipment are, similar to the costs for office space, assessed on the basis of rent/leasing costs and are included in the overheads.

*Medium scope CRC:* 1,334,155 Euro costs of core activities and 2,370,240 Euro costs of network functions, leading to a total of 3,704,395 Euro per year.

*Maximum scope CRC:* 2,596,735 Euro costs of core activities and 3,260,320 Euro costs of network functions, leading to a total of 5,857,055 Euro per year.

The number of units and the unit costs considered for the calculations take into account data received from similar institutions working in related areas and data gathered during interviews. Staff costs are approximations based on unit costs from relevant Community institutions.<sup>28</sup>

This leads to the following conclusion:

**17. The expected annual operating costs of a Community Reference Centre based on a mixed approach are estimated to be in the range of 1.92 million to 5.86 million Euro, depending on whether a minimum, medium or maximum scope of task is envisaged.** These estimates include the costs of core activities and the costs of network functions. The former are related to activities directly performed by the Community Reference Centre, whereas the latter occur due to the integration of MS research institutions and experts into the work of the Centre.

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<sup>28</sup> In case a CRC would be implemented at Member State level, unit costs have to be adapted accordingly.

**Feasibility Study Part 2: Community Reference Centre for Animal Protection and Welfare**  
*DG SANCO Evaluation Framework Contract Lot 3 (Food Chain)*

**Table 15: Estimated annual staff costs of a possible CRC**

| Task  | Minimum scope |                          |                 | Medium scope |                          |                     | Maximum scope |                          |                  |
|---|---------------|--------------------------|-----------------|--------------|--------------------------|---------------------|---------------|--------------------------|------------------|
|   | Staff         | Costs per unit<br>(in €) | Total<br>(in €) | Staff        | Costs per unit<br>(in €) | Total<br>(in €)     | Staff         | Costs per unit<br>(in €) | Total<br>(in €)  |
| <b>I. Harmonisation and coordination</b>  |               |                          |                 |              |                          |                     |               |                          |                  |
| Standard setting, harmonization of welfare indicators                                       | 1.5           | 99,543                   | 149,314         | 1.5          | 99,543                   | 149,314             | 1.5           | 99,543                   | 149,314          |
| Operation of databases (professional)   | 0.5           | 99,543                   | 49,771          | 0.5          | 99,543                   | 49,771              | 1             | 99,543                   | 99,543           |
| Operation of databases (IT staff)   | 0             | 31,585                   | 0               | 0            | 31,585                   | 0                   | 0.5           | 31,585                   | 15,792           |
| <b>II. Policy advice and best practices</b>   |               |                          |                 |              |                          |                     |               |                          |                  |
| Preparation of socio-economic studies, impact assessments, policy advice                    | 0.5           | 99,543                   | 49,771          | 1            | 99,543                   | 99,543              | 4             | 99,543                   | 398,172          |
| Assessment of existing practices and standards, collection, dissemination of best practices | 0.5           | 99,543                   | 49,771          | 1            | 99,543                   | 99,543              | 3             | 99,543                   | 298,629          |
| <b>III. Education and communication</b>   |               |                          |                 |              |                          |                     |               |                          |                  |
| Consumer information  | 0.5           | 99,543                   | 49,771          | 0.5          | 99,543                   | 49,771              | 1             | 99,543                   | 99,543           |
| Advising and education of stakeholders  | 0             | 99,543                   | 0               | 1            | 99,543                   | 99,543              | 2             | 99,543                   | 199,086          |
| <b>IV. Research and implementation</b>  |               |                          |                 |              |                          |                     |               |                          |                  |
| Coordination and quality assurance of auditing of existing AW schemes                       | 0             | 99,543                   | 0               | 0.5          | 99,543                   | 49,771              | 0.5           | 99,543                   | 49,771           |
| Competence centre for research on animal welfare and protection practices                   | 0             | –                        | –               | 3            | 99,543                   | 298,629             | 6.5           | 99,543                   | 647,030          |
| <b>Management</b>   |               |                          |                 |              |                          |                     |               |                          |                  |
| Director  | 1             | 146,681                  | 146,681         | 1            | 146,681                  | 146,681             | 1             | 146,681                  | 146,681          |
| Assistant   | 0.5           | 31,585                   | 15,792          | 1            | 31,585                   | 31,585              | 2             | 31,585                   | 63,170           |
| <b>Total staff number</b>   | <b>5</b>      |                          |                 | <b>11</b>    |                          |                     | <b>23</b>     |                          |                  |
| <b>Grant total staff costs</b>  |               |                          | <b>510,874</b>  |              |                          | <b>1,074,154.66</b> |               |                          | <b>2,166,735</b> |

Source: Civic Consulting.

**Feasibility Study Part 2: Community Reference Centre for Animal Protection and Welfare**  
*DG SANCO Evaluation Framework Contract Lot 3 (Food Chain)*

**Table 16: Total estimated annual operating costs of a possible CRC**

| Task  | Minimum scope |                       |                  | Medium scope |                       |                  | Maximum scope |                       |                  |
|---|---------------|-----------------------|------------------|--------------|-----------------------|------------------|---------------|-----------------------|------------------|
|   | Units         | Costs per unit (in €) | Total (in €)     | Units        | Costs per unit (in €) | Total (in €)     | Units         | Costs per unit (in €) | Total (in €)     |
| <b>Costs of core activities</b>   |               |                       |                  |              |                       |                  |               |                       |                  |
| Sum of staff costs  |               |                       | 510,875          |              |                       | 1,074,155        |               |                       | 2,166,735        |
| Overheads (and other office running costs)  | 5             | 10,000                | 50,000           | 11           | 10,000                | 110,000          | 23            | 10,000                | 230,000          |
| Meetings and travel (missions for staff, per diems)   | 1             | 75,000                | 75,000           | 1            | 150,000               | 150,000          | 1             | 200,000               | 200,000          |
| <i>Total core activities</i>  |               |                       | 635,875          |              |                       | 1,334,155        |               |                       | 2,596,735        |
| <b>Costs of network functions</b>   |               |                       |                  |              |                       |                  |               |                       |                  |
| Subcontracting of socio-economic studies and impact assessments   | 1             | 500,000               | 500,000          | 1            | 400,000               | 400,000          | 1             | 200,000               | 200,000          |
| Subcontracting of Community relevant research on animal welfare and protection practices and/or other network functions | 1             | 500,000               | 500,000          | 1            | 1,200,000             | 1,200,000        | 1             | 1,800,000             | 1,800,000        |
| Subcontracting of education/ training, information and dissemination activities (including website)                     | 1             | 100,000               | 100,000          | 1            | 500,000               | 500,000          | 1             | 900,000               | 900,000          |
| Workshops with external experts (2 days)  | 10            | 18,016                | 180,160          | 15           | 18,016                | 270,240          | 20            | 18,016                | 360,320          |
| <i>Total network functions</i>  |               |                       | 1,280,160        |              |                       | 2,370,240        |               |                       | 3,260,320        |
| <b>Total costs</b>  |               |                       | <b>1,916,035</b> |              |                       | <b>3,704,395</b> |               |                       | <b>5,857,055</b> |

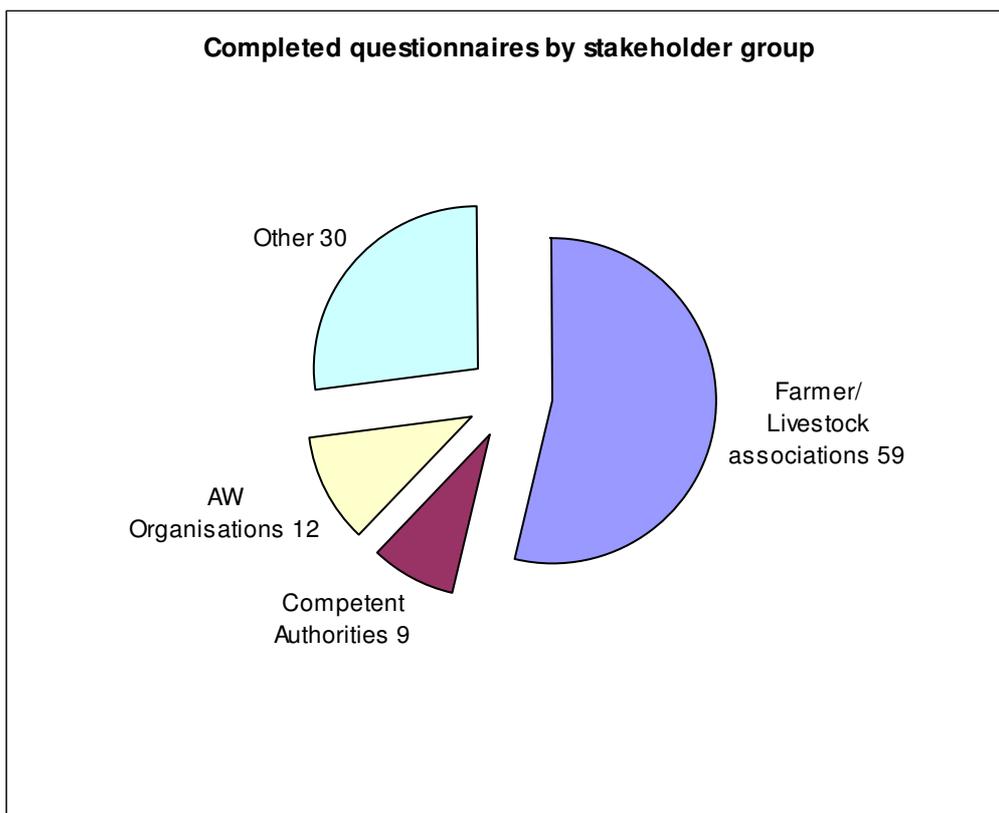
Source: Civic Consulting.

**Annex 1: Analysis of results of main survey concerning Part 2 of study**

# STUDY ON ANIMAL WELFARE LABELLING AND SETTING UP A COMMUNITY REFERENCE CENTRE FOR ANIMAL PROTECTION AND WELFARE

## ANALYSIS OF THE MAIN QUESTIONNAIRE FOR STAKEHOLDERS

(110 questionnaires completed)<sup>1</sup>

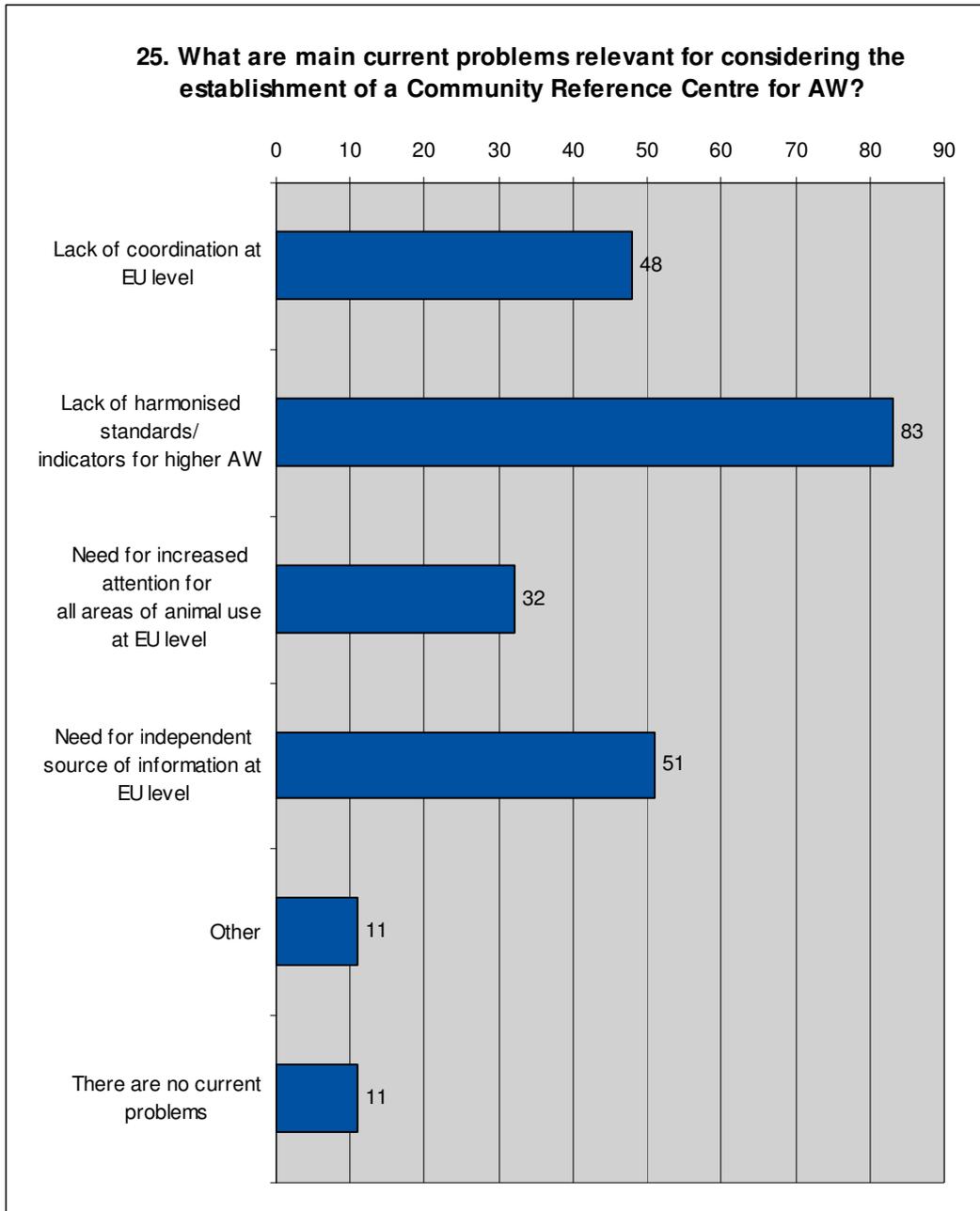


*Note:* For the following graphs, ‘N’ refers to the number of stakeholders that provided an assessment for the specific questions

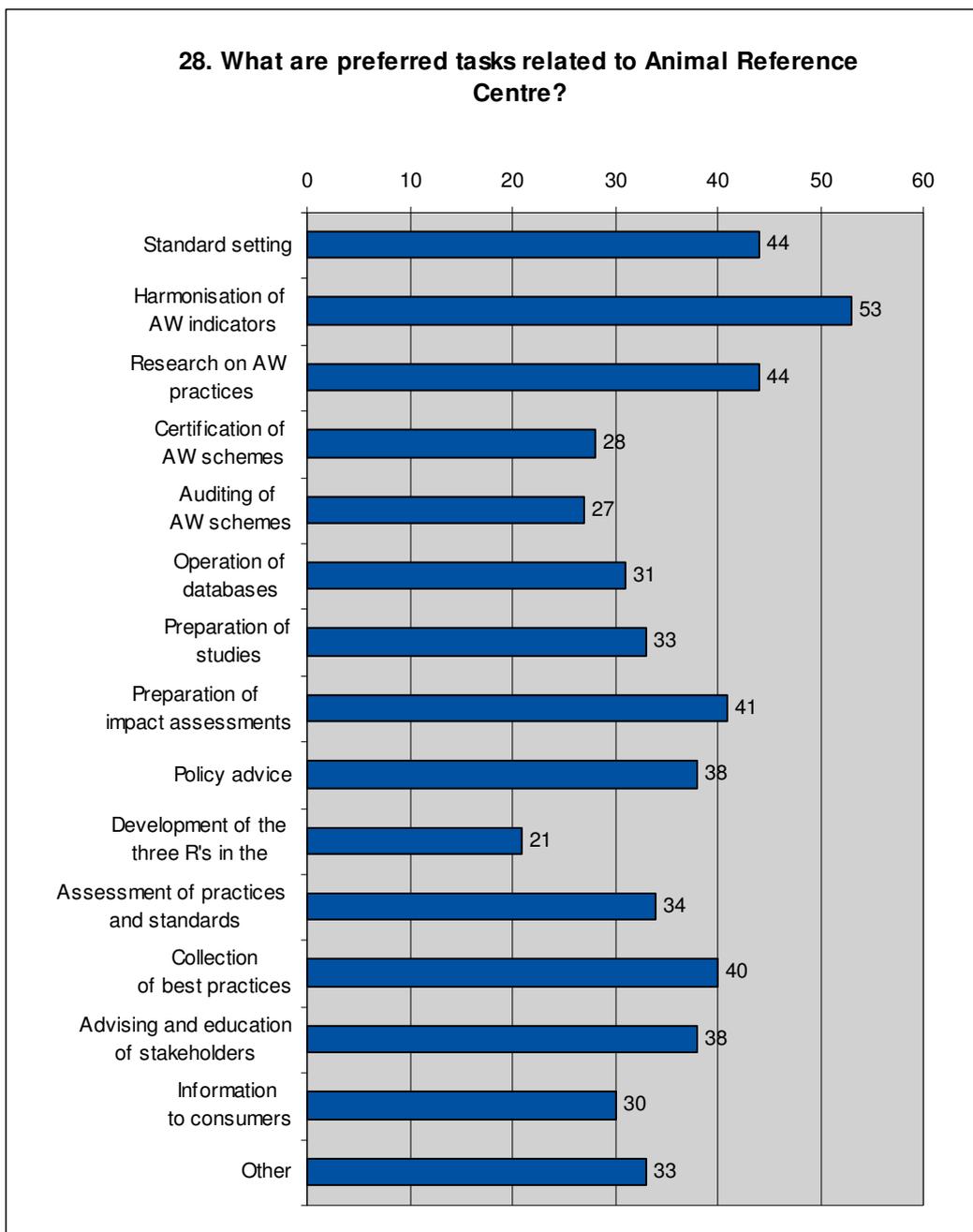
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<sup>1</sup> The following shows an analysis of questions of the main questionnaires for stakeholders. 110 completed questionnaires have been analysed. Questions where a written assessment was required by stakeholders are not included in this analysis. Those are questions 4 - 11, 16, 26 - 27 and 34 - 35.

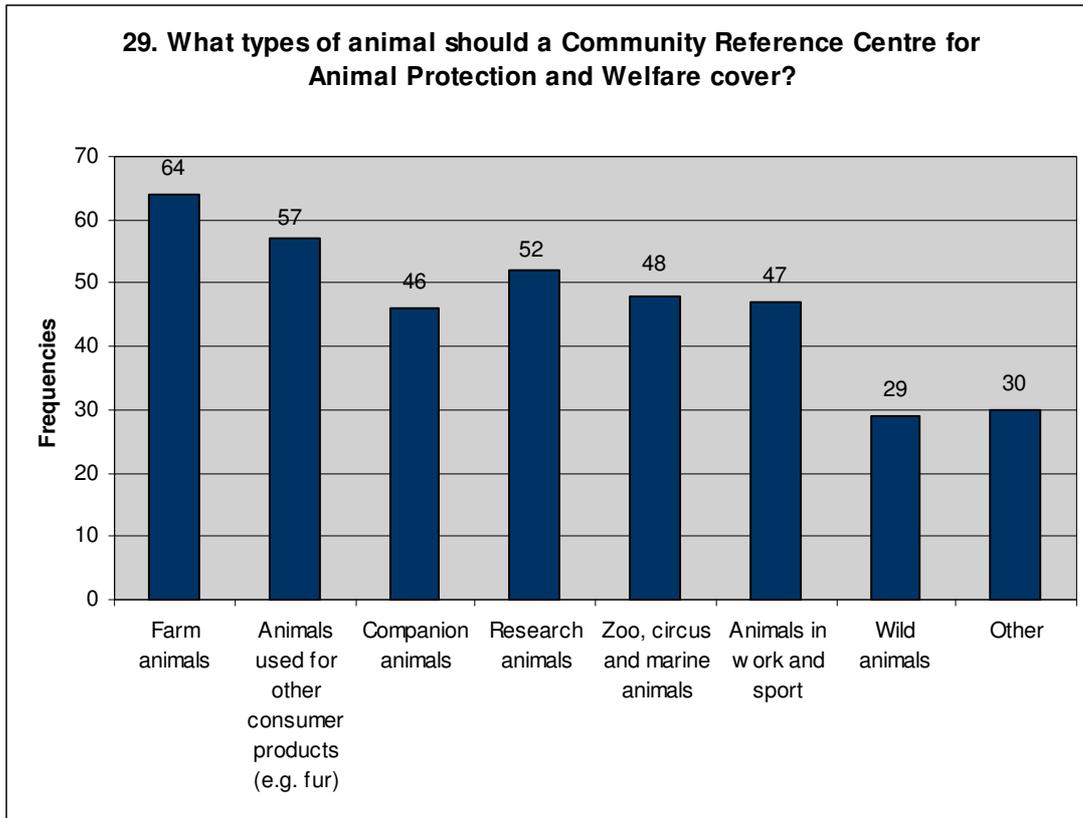
Question 25: all stakeholder groups



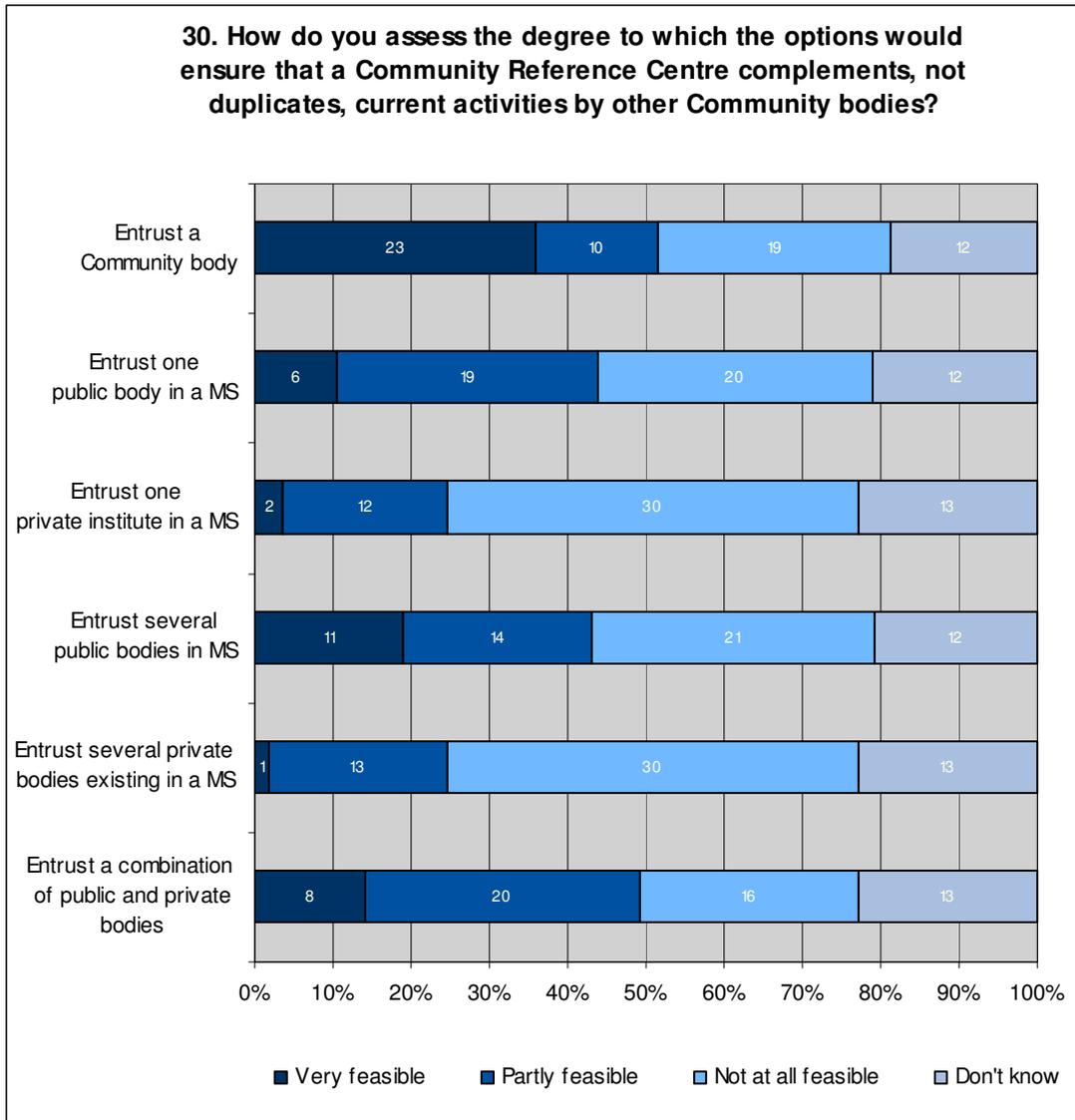
Question 28: all stakeholder groups



Question 29: all stakeholder groups

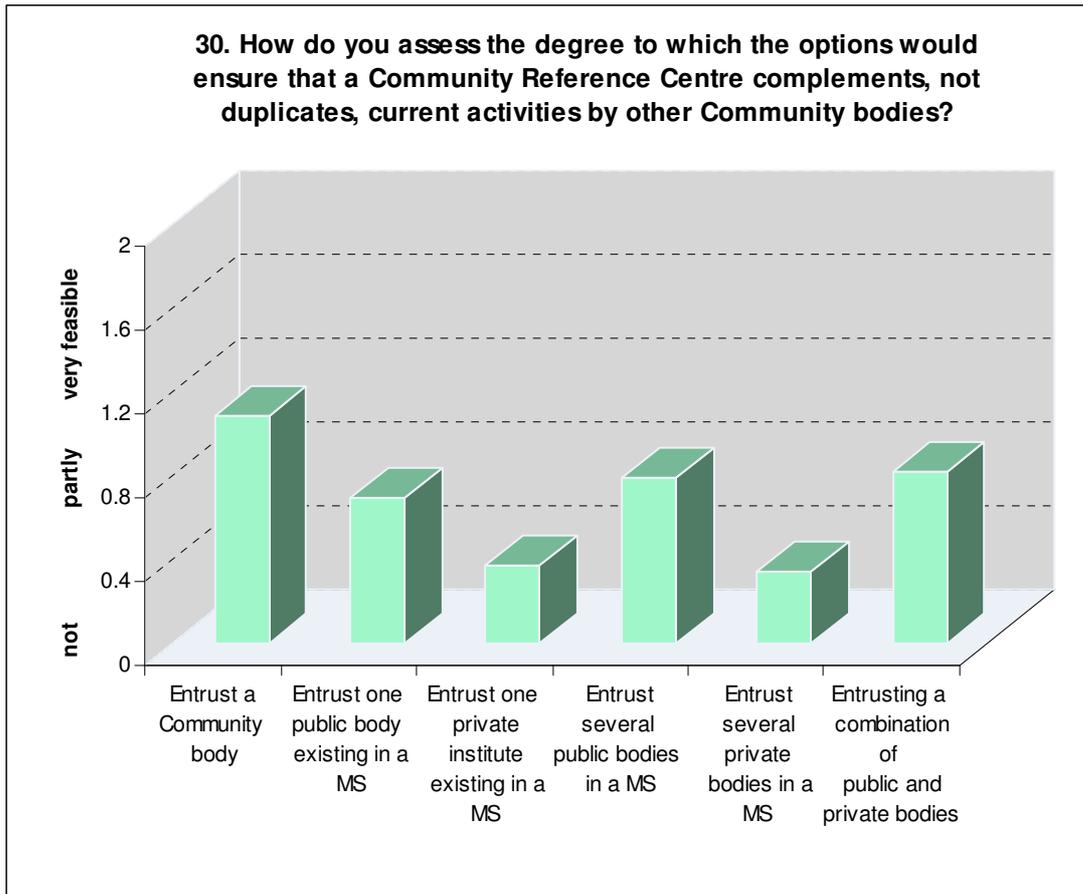


Question 30: all stakeholder groups



N= 46 ('No answer' not included)

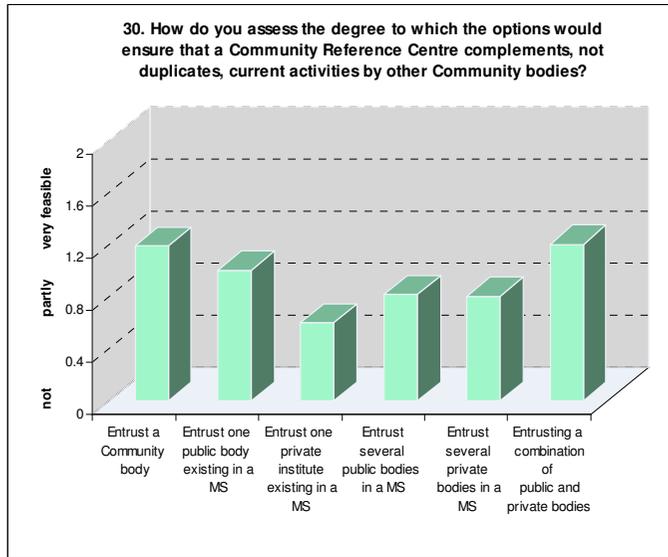
Question 30: all stakeholder groups (weighted assessments)



Average rating, where values represent the assessment of options on a scale from 'not feasible' (0) to 'very feasible' (+2); N= 46

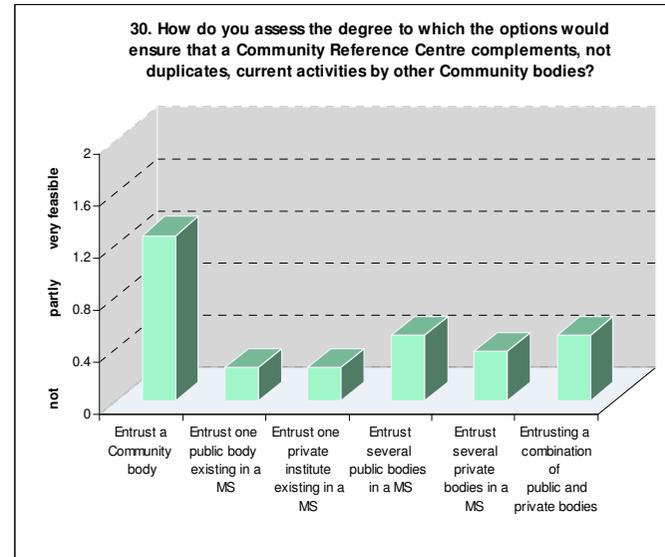
Question 30: by stakeholder groups

**Animal Welfare Organisations**



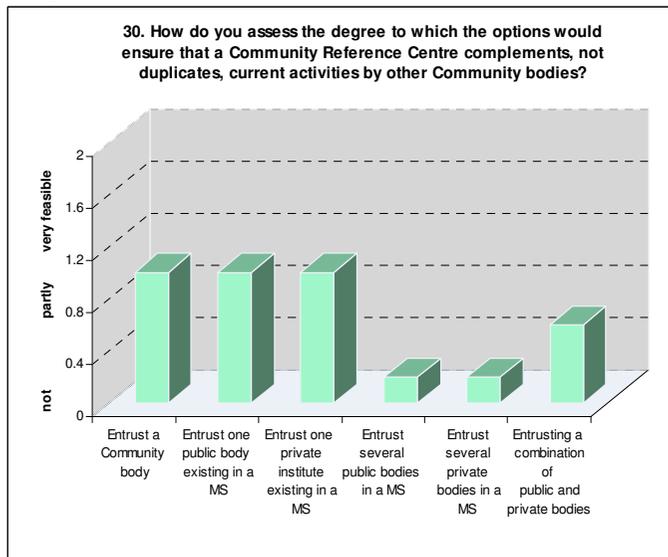
N= 11

**Farmer/ Livestock associations**



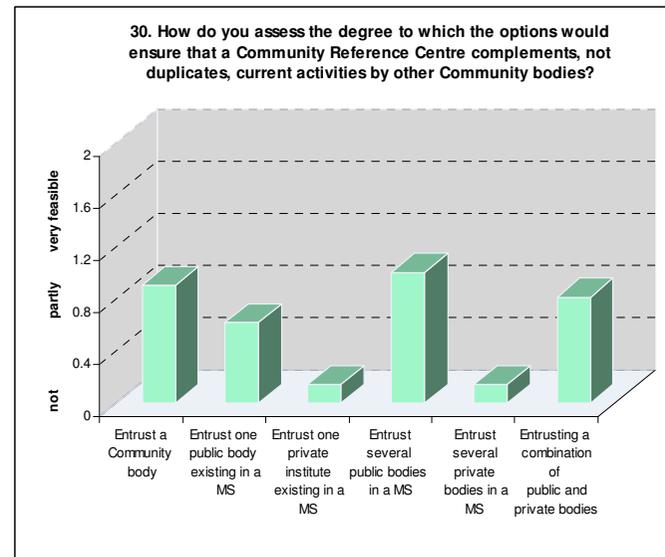
N= 9

**Competent authorities**



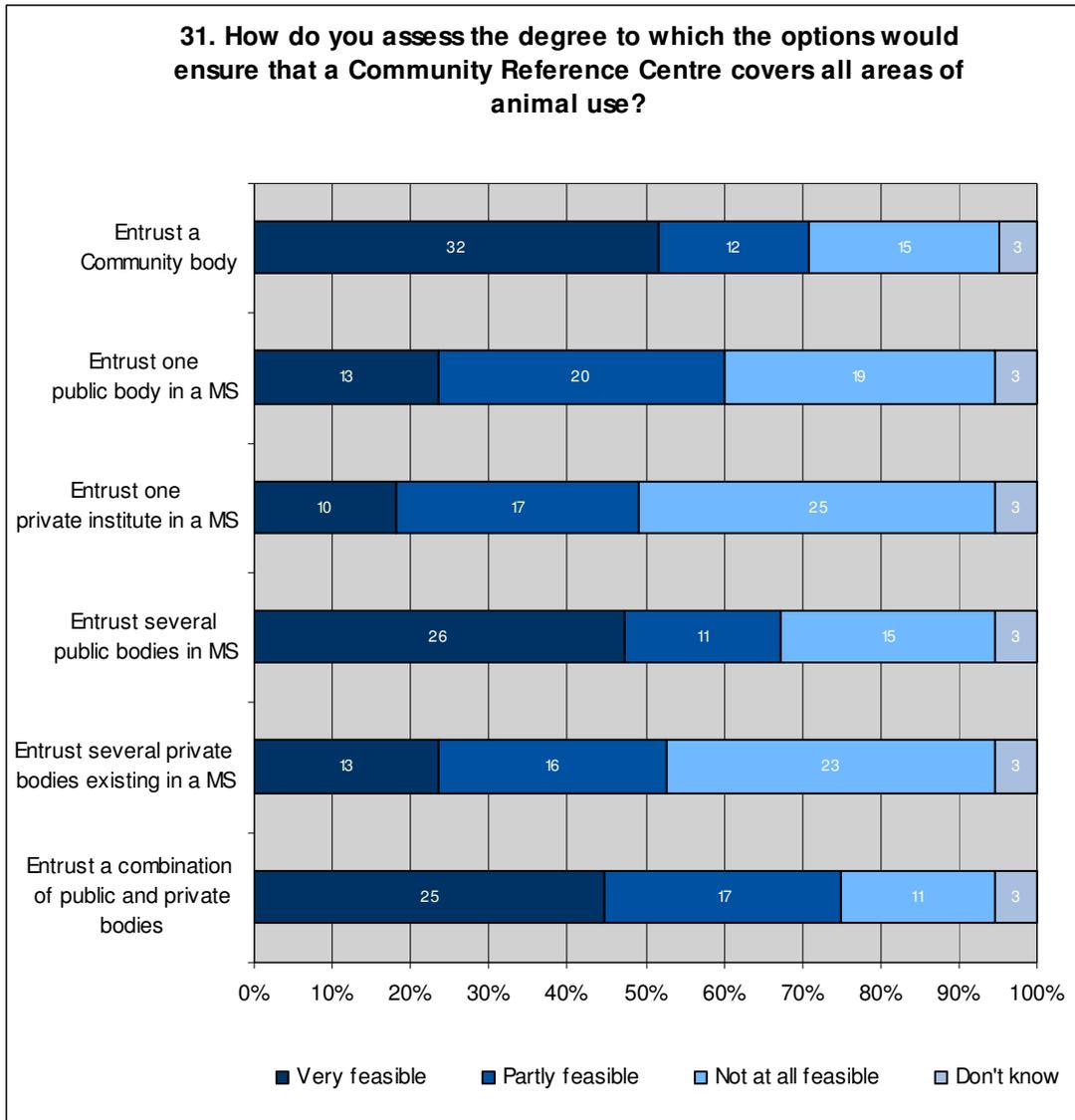
N= 5

**Other**



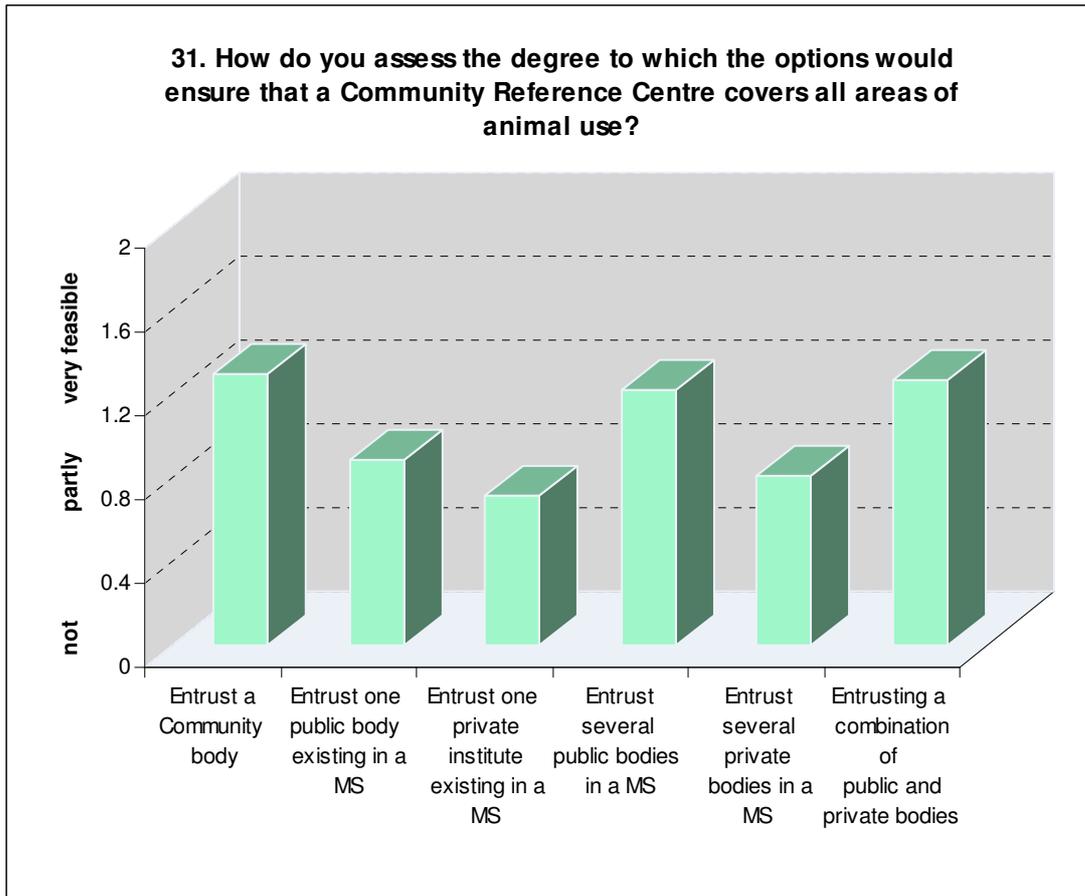
N= 21

Question 31: all stakeholder groups (weighted assessments)



N= 53 ('No answer' not included)

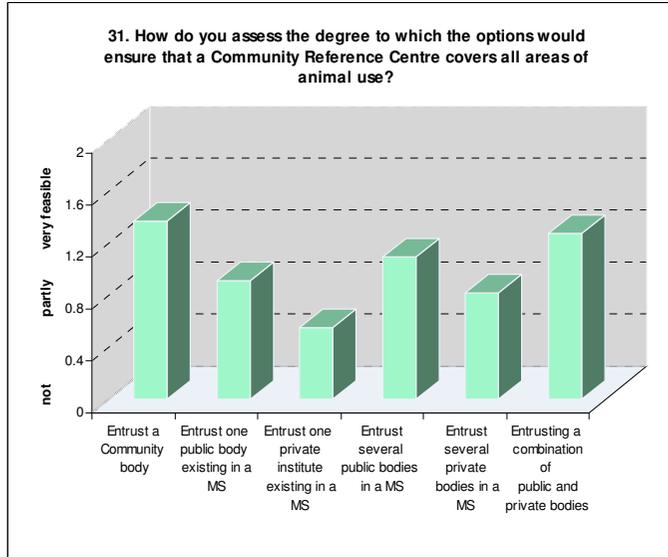
Question 31: all stakeholder groups (weighted assessments)



Average rating, where values represent the assessment of options on a scale from 'not feasible' (0) to 'very feasible' (+2); N= 53

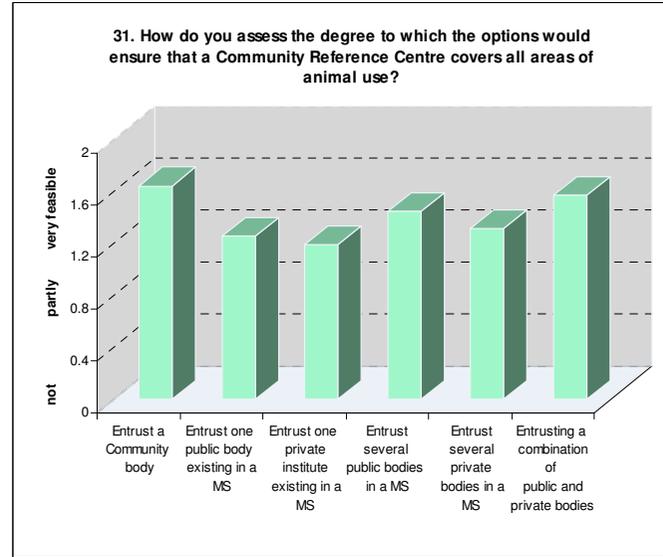
Question 31: by stakeholder groups

**Animal Welfare Organisations**



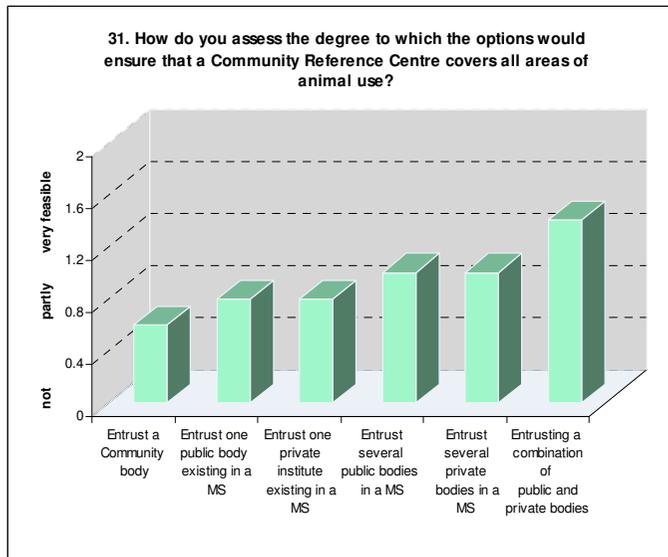
N= 11

**Farmer/ Livestock associations**



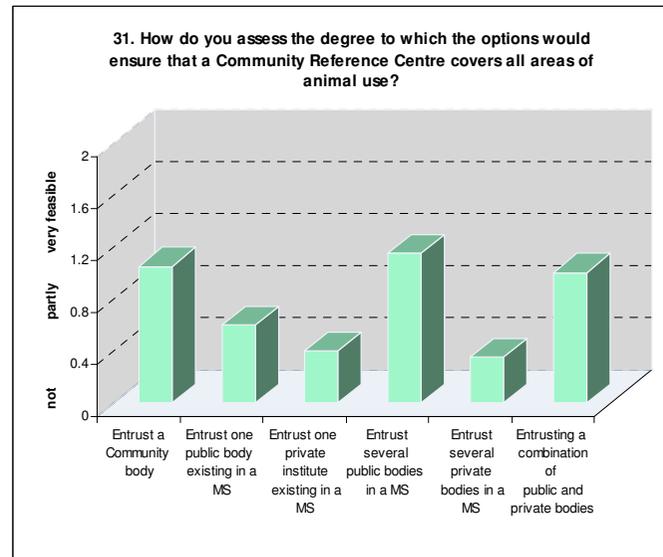
N= 17

**Competent authorities**



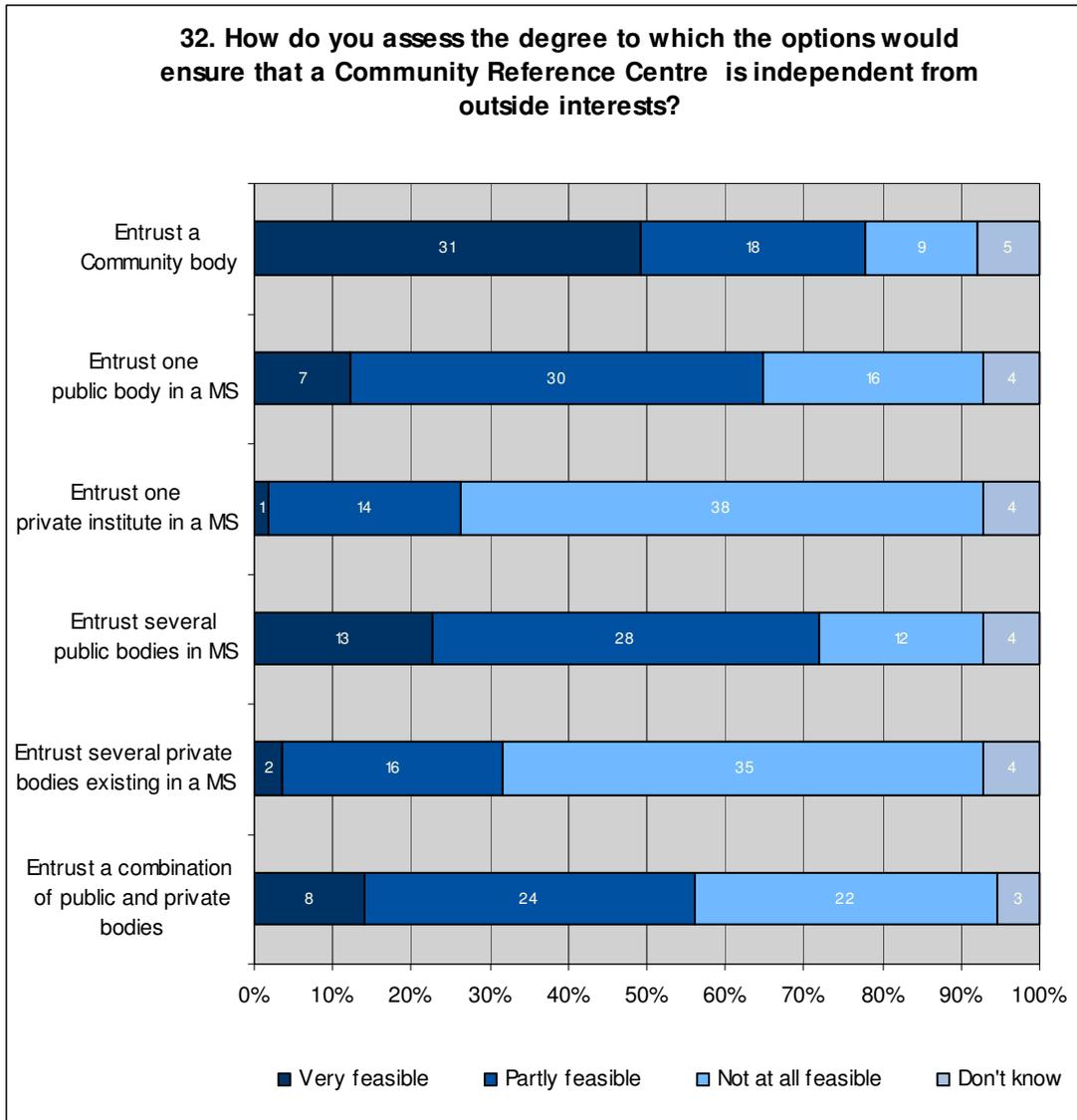
N= 5

**Other**



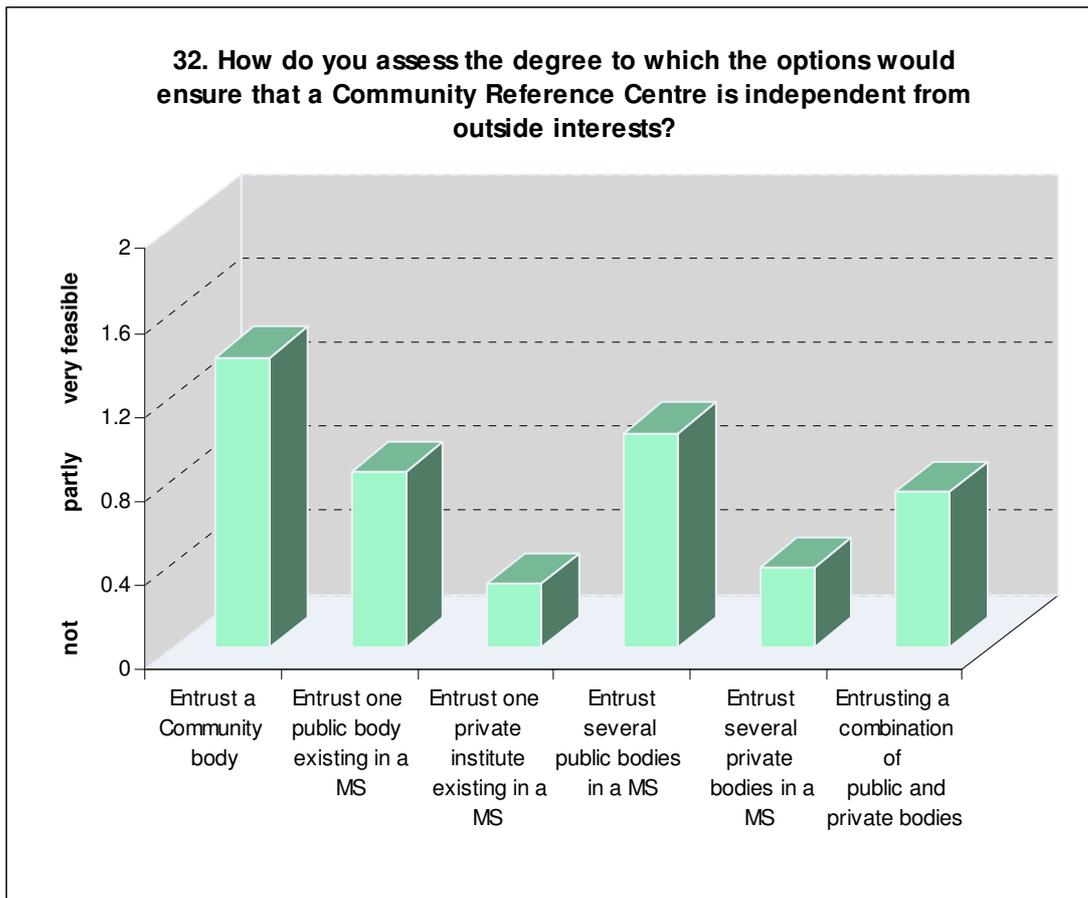
N= 20

Question 32: all stakeholder groups



N= 54 ('No answer' not included)

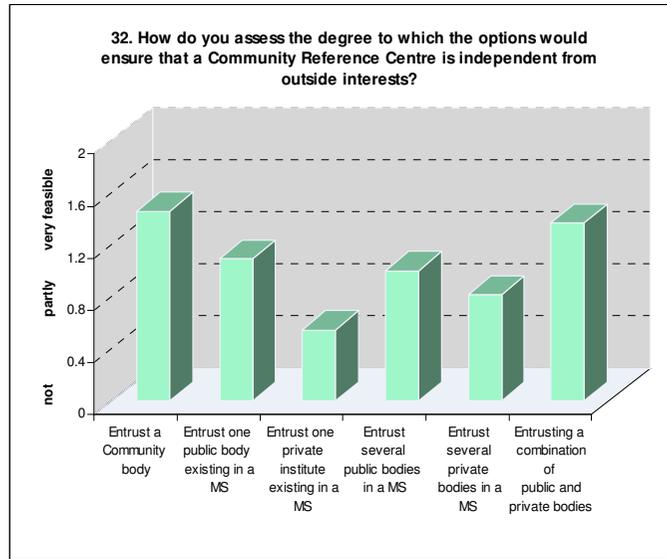
Question 32: all stakeholders (weighted assessments)



Average rating, where values represent the assessment of options on a scale from 'not feasible' (0) to 'very feasible' (+2); N= 54

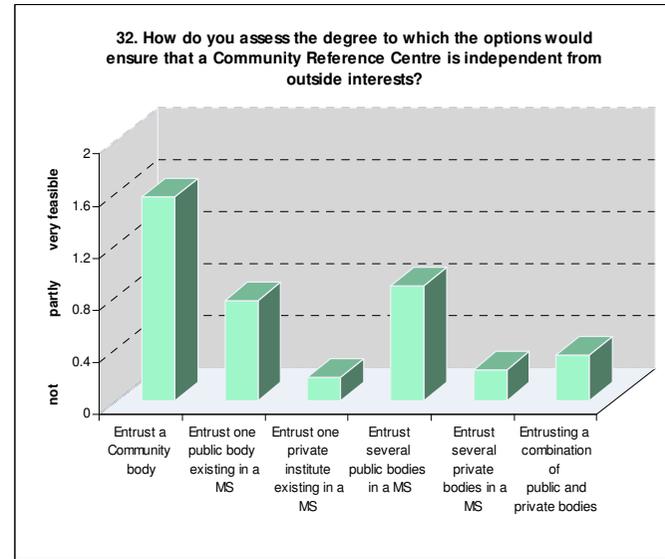
Question 32: by stakeholder groups

**Animal Welfare Organisations**



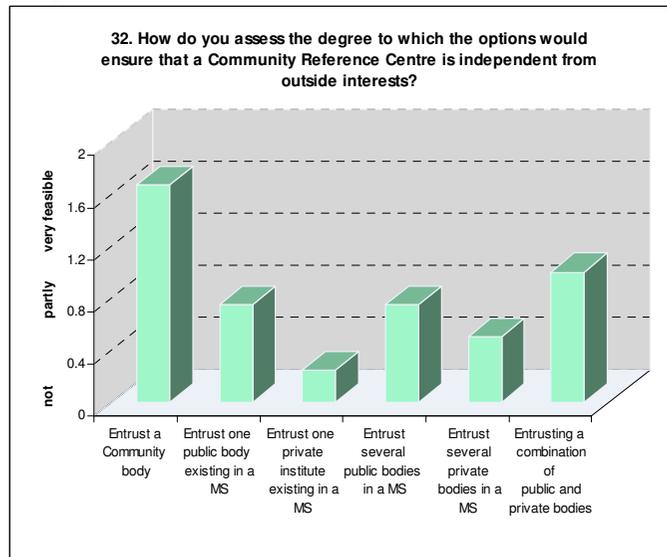
N= 11

**Farmer/ Livestock associations**



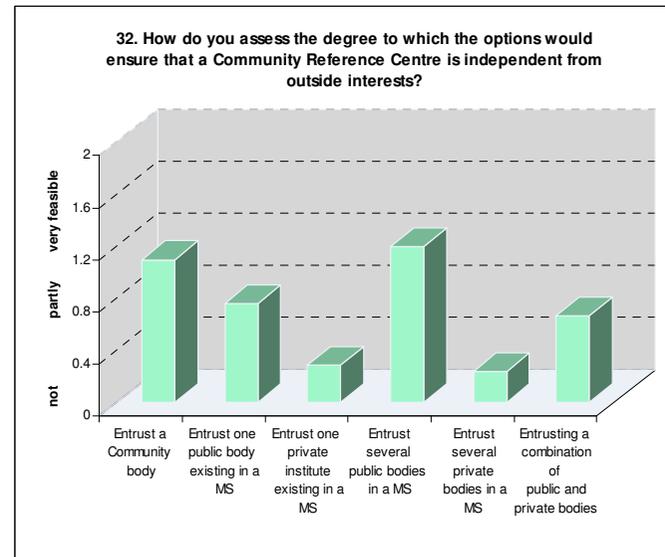
N= 18

**Competent authorities**



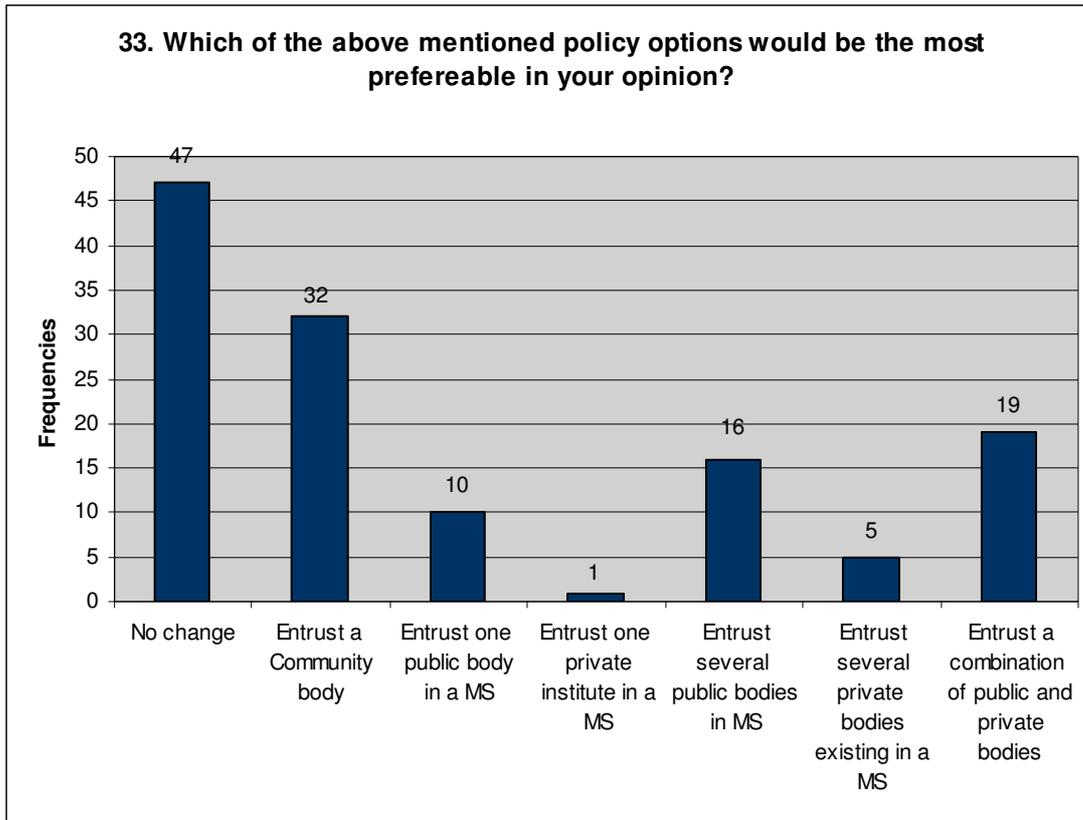
N= 4

**Other**



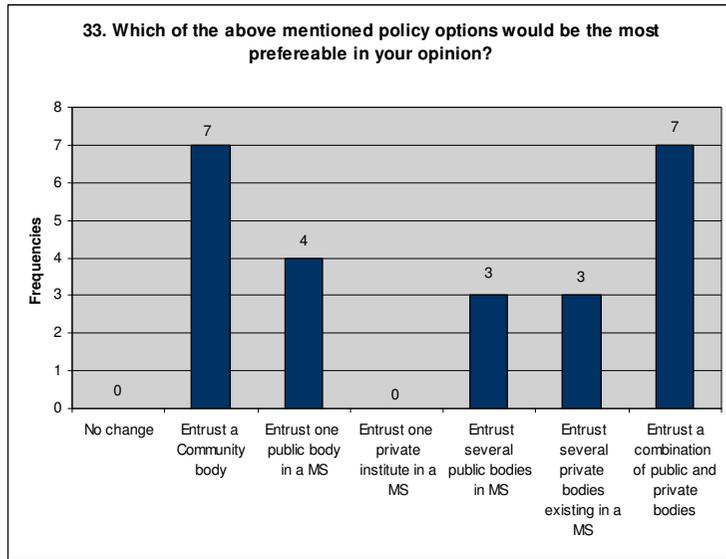
N= 21

Question 33: all stakeholder groups

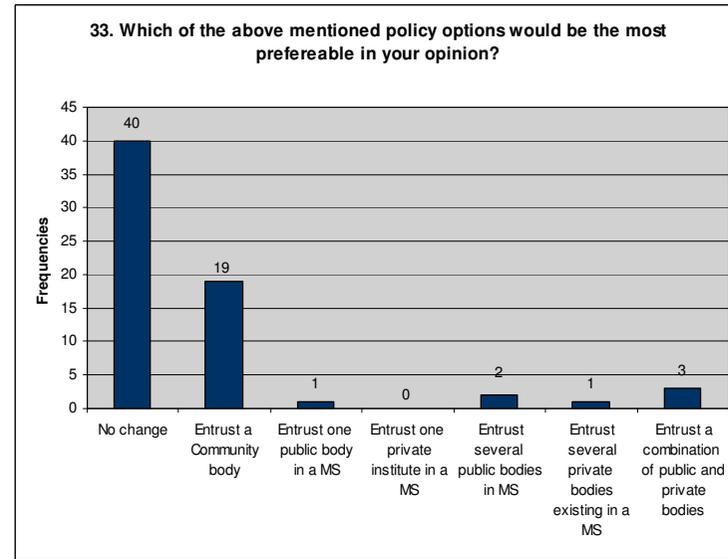


Question 33: by stakeholder groups

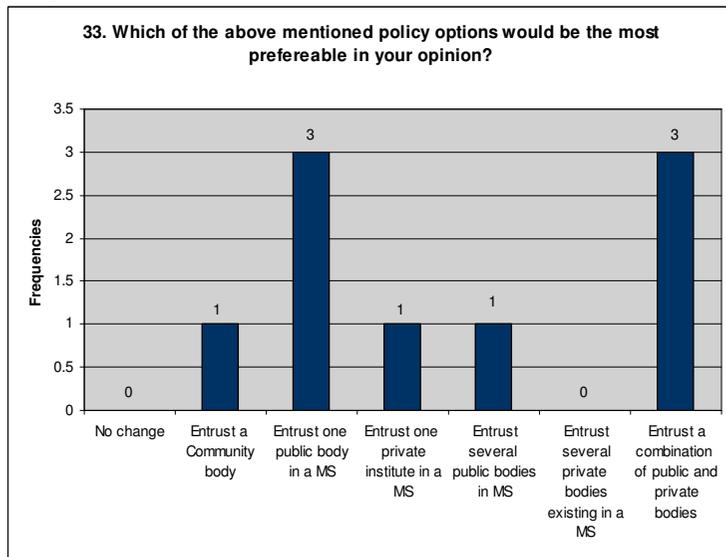
**Animal Welfare Organisations**



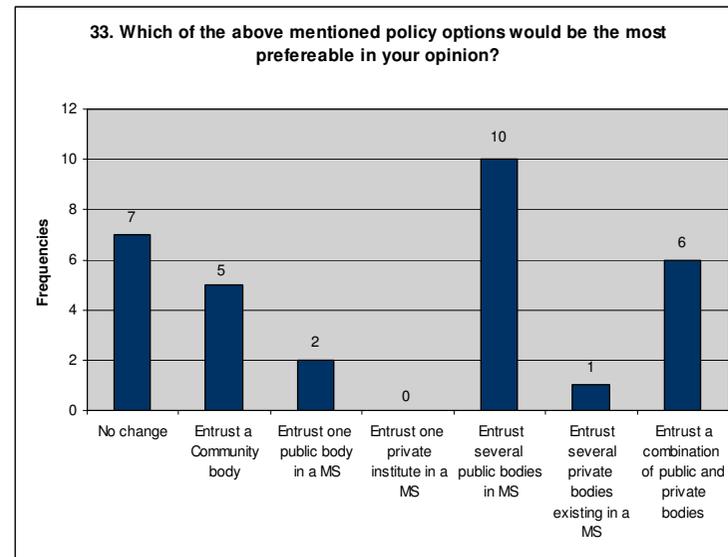
**Farmer Livestock Associations**



**Competent authorities**



**Other**



**Annex 2: Survey questionnaire for existing bodies dealing with animal welfare related issues**

**FEASIBILITY STUDY ON ANIMAL WELFARE LABELLING AND SETTING UP A COMMUNITY  
REFERENCE CENTRE FOR ANIMAL PROTECTION AND WELFARE**  
\*  
**COMPLEMENTARY QUESTIONNAIRE FOR ANIMAL WELFARE INSTITUTIONS**

**Please return filled questionnaire by email to [labelling@civic-consulting.de](mailto:labelling@civic-consulting.de) no later than  
11 July 2008**

*(please return in Word format and do not convert it to a .pdf document)*

The Community Action Plan on the Protection and Welfare of Animals 2006-2010, adopted in January 2006, highlights the importance of consumer information as part of a comprehensive communication strategy on animal welfare. The European Parliament and the European Economic and Social Committee endorsed this approach and have called upon the Commission to take initiative in this regard. Civic Consulting of the Food Chain Evaluation Consortium (FCEC) has therefore been commissioned by the Health and Consumer Directorate General of the European Commission to conduct a study to assess the feasibility of options for indicating animal welfare related information on products of animal origin (part 1) and for establishing a Community Reference Centre for Animal Protection and Welfare (part 2).

This questionnaire is targeted at public or private institutions, operating at EU and/or Member State level, that could take on or support functions of a possible Community Reference Centre or network of such centres through their expertise in animal protection and welfare.<sup>1</sup> We would encourage you to answer preferably in English, French or German. We very much appreciate your contribution to this study.

We also welcome if you provide your assessment of policy options for a possible Community Reference Centre for Animal Protection and Welfare by additionally completing the general stakeholder survey provided separately.

If you have further questions, do not hesitate to contact:

Marie-Pascale Doré ([labelling@civic-consulting.de](mailto:labelling@civic-consulting.de))

Phone: +49 30 2196 2295 Fax: +49 30 2196 2298

**1. Please identify yourself:**

- a. Please identify the name of your institution:

*Please specify*

- b. Please identify the country in which you are located:

*Please specify*

- c. Please provide contact details for the person completing the questionnaire:

*Name, position, contact details*

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<sup>1</sup> Relevant areas of animal welfare and protection include: Standard setting, animal welfare indicators, research on animal welfare and protection practices, certification of labelling schemes, accreditation of certification bodies or schemes, auditing labelling schemes, operation of databases related to existing certified labels, preparation of socio-economic studies, preparation of impact assessments, formulation of policy advice, collection and dissemination of best practices, dissemination of information to consumers, advising and training of stakeholders.

## GENERAL INFORMATION

2. In which year was your institution set up? *Please specify the year*

3. To which of the following category(ies) does your institution belong?

*Please select from the drop-down menu*

*If other, please specify*

4. What is the main mandate of your institution?

*Please specify*

5. What is the institution's number of employees (calculated as full time equivalent posts)<sup>2</sup>?

| Total number of employees | Number of employees working in the area of animal welfare |
|---------------------------|---|
| <i>Please specify</i>     | <i>Please specify</i>                                     |

6. How is your institution financed (i.e. what are your funding sources)? (check all that apply)

- EU funding
- National government funding
- Regional/local government funding
- Public research grants
- Private research grants
- Other sources: *Please specify*

7. What was the institution's budget in 2007?

| Overall budget (in national currency) | Specific budget related to animal welfare activities (in national currency) |
|---------------------------------------|---|
| <i>Please specify</i>                 | <i>Please specify</i>   |

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<sup>2</sup> The number of full time equivalent posts is calculated by dividing the total weekly working hours of all relevant staff by 40.

## INSTITUTIONAL AND OPERATIONAL ARRANGEMENTS

**8. Who has established your institution (e.g. government, private organisations, etc.)?**

*Please specify*

**9. Is your institution incorporated with other bodies/institutions or is it self-dependent?**

*Please select from the drop-down menu*

*If "incorporated", please specify with which body/institution*

**10. With which of the following stakeholders do you institutionally cooperate, e.g. through joint projects? (check all that apply)**

- |   |   |   |
|---|---|---|
| <input type="checkbox"/> Farmers/livestock producers  | <input type="checkbox"/> Transporters         | <input type="checkbox"/> Processors/slaughterhouses       |
| <input type="checkbox"/> Food retailers   | <input type="checkbox"/> Government           | <input type="checkbox"/> Universities/research institutes |
| <input type="checkbox"/> Consumer organisations   | <input type="checkbox"/> Animal welfare orgs. | <input type="checkbox"/> Hunters                          |
| <input type="checkbox"/> Other industry sectors (crop, pharma, chemical, etc.): <i>Please specify</i> |   |   |
| <input type="checkbox"/> Other: <i>Please specify</i>   |   |   |

**11. What is the main geographic scope of your institution's operation? (check all that apply)**

- |  |                             |                                   |                                   |                                |
|--|-----------------------------|-----------------------------------|-----------------------------------|--------------------------------|
| <input type="checkbox"/> International | <input type="checkbox"/> EU | <input type="checkbox"/> National | <input type="checkbox"/> Regional | <input type="checkbox"/> Other |
|--|-----------------------------|-----------------------------------|-----------------------------------|--------------------------------|

*If other, please specify*

**12. Is your institution part of EU networks/initiatives?**

*Please select from the drop-down menu*

*If yes, which ones? Please specify*

## ANIMAL WELFARE RELATED ACTIVITIES OF THE INSTITUTION

**13. In which year did your institution start animal welfare activities?** *Please specify the year*

**14. Which areas of animal use are covered by your institution?** (check all that apply)

- Farm animals
- Animal used for other consumer products (e.g. fur)
- Companion animals
- Research animals
- Zoo, circus and marine animals
- Animals in work and sport
- Wild animals
- Other(s): *Please specify*

**15. In which of the following areas related to animal protection and welfare does your institution have specific experience?** (check all that apply)

- Standard setting
- Harmonisation of animal welfare indicators
- Research on animal welfare and protection practices
- Certification of existing animal welfare schemes
- Auditing of existing animal welfare schemes
- Operation of databases related to existing animal welfare schemes
- Preparation of socio-economic studies
- Preparation of impact assessments
- Formulation of policy advice
- Development and implementation of the Three Rs in the field of research animal use<sup>3</sup>
- Assessment of existing practices and standards
- Collection and dissemination of best practices
- Advising, training and education of stakeholders
- Dissemination of information to consumers
- Other(s): *Please specify*

*Please specify your main area of expertise*

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<sup>3</sup> Three Rs Principles (replacement, reduction, refinement) by Russel and Burch (1959) which today is a commonly accepted principle among scientists, academia and industry internationally when using animals in scientific procedures.

**16. Is your institution currently involved in an existing animal welfare related labelling scheme<sup>4</sup>?**

*Please select from the drop-down menu*

*If yes, please specify the labelling scheme(s) that you are involved in and the role that you have*

**17. Could you imagine to take on or support functions of a possible Community Reference Centre or network of such centres through your expertise in animal protection and welfare?**

*Please select from the drop-down menu*

*If Yes, please specify*

**Please also fill in our separate “General Stakeholder Questionnaire” to provide your assessment of policy options for a possible Community Reference Centre for Animal Protection and Welfare as well as EU animal welfare labelling options.**

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<sup>4</sup> An *animal welfare relevant labelling scheme* is in the context of this study understood as a scheme that is based on a set of standards aiming to achieve a higher level of animal welfare than legal minimum standards in food production and that communicates this through a label/logo to consumers. Producers, processors and retailers participating in the scheme must comply with these standards and have this verified by passing an audit procedure in order to be awarded the right to use the label/logo or in order to supply products to other stakeholders awarded the right to use the label/logo of the scheme. Examples for animal welfare relevant labelling schemes are organic labels (e.g. Bioland in Germany), quality labels (e.g. Label Rouge in France), and animal welfare labels (e.g. Freedom Food in the UK).

**Annex 3: Overview of existing bodies dealing with animal welfare related issues**

| Name of institution  | AW activities since | Staff <sup>1</sup> |               | Specific budget related to AW in 2007 (million €) <sup>2</sup> | Participation in EU networks | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    | Main area of expertise |                          |
|--|---------------------|--------------------|---------------|--|------------------------------|---|--------------------------------|--------------------------|-------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------------------|------------------------|--------------------------|
|  |                     | Total              | In area of AW |  |                              | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices | Advising, training of stakeholders |                        | Information to consumers |
| University/ research institutes  |                     |                    |               |  |                              |   |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    |                        |                          |
| Institute of Animal Husbandry and Animal Welfare, Department of Farm Animals and Veterinary Public Health, University of Veterinary Medicine Vienna (AT) | 1996                | 18                 | 16            | No data  | No data                      | ✓   | ✓                              | ✓                        |                                     |                                 |                                    |                                | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  |                        | No data                  |
| Catholic University Leuven (BE)  | 1985                | 15,000             | 10            | 1  | FP6                          | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    |                                | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  | ✓                      | No data                  |
| Institute for Animal Hygiene, Animal Welfare and Behaviour of Farm Animals, University of Veterinary Medicine Hannover (DE)                              | 1993                | ~1,200             | 22            | 0.25   | No                           | ✓   | ✓                              | ✓                        | ✓                                   | ✓                               |                                    |                                | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  | ✓                      | No data                  |

| Name of institution   | AW activities since | Staff <sup>1</sup> |               | Specific budget related to AW in 2007 (million €) <sup>2</sup> | Participation in EU networks   | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    | Main area of expertise |   |
|---|---------------------|--------------------|---------------|--|--|---|--------------------------------|--------------------------|-------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------------------|------------------------|---|
|   |                     | Total              | In area of AW |  |  | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices | Advising, training of stakeholders |                        | Information to consumers  |
| Institute of Animal Welfare and Animal Husbandry in the Friedrich-Loeffler-Institute (DE)       | 2002                | 39                 | 39            | 0.25   | Ad hoc member of different scientific groups of the EFSA and the EC. | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    |                                | ✓                            |                                    | ✓                                     |                                       |                                    |                        | Research on improvement of housing conditions for poultry, pigs and cattle, research on methods and indicators to assess AW in farm animal husbandry, concepts of welfare assessment. |
| Dep. Animal Health, Welfare and Nutrition, Agricultural Faculty, University of Aarhus (DK)      | 1995                | 151                | 36            | ~3.5   | QualityLow-InputFood, Welfare Quality, Core Organic                  | ✓   | ✓                              | ✓                        |                                     |                                 |                                    | ✓                              |                              |                                    | ✓                                     |                                       | ✓                                  |                        | Research and education in animal behaviour and stressbiology, on-farm assessment of AW, advise on AW legislations, farmers attitudes towards animal welfare.                          |
| Research Centre for Animal Welfare, Faculty of Veterinary Medicine, University of Helsinki (FI) | 2003                | 18                 | 18            | No data  | No   |   |                                | ✓                        |                                     |                                 |                                    |                                | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  | ✓                      | Research on AW, educating university students, veterinarians, advisors and farmers.   |

| Name of institution  | AW activities since | Staff <sup>1</sup> |               | Specific budget related to AW in 2007 (million €) <sup>2</sup> | Participation in EU networks                        | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    | Main area of expertise |  |
|--|---------------------|--------------------|---------------|--|---|---|--------------------------------|--------------------------|-------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------------------|------------------------|--|
|  |                     | Total              | In area of AW |  |   | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices | Advising, training of stakeholders |                        | Information to consumers   |
| Centre for Animal Welfare, Faculty of Veterinary Medicine, University of Helsinki (FI) | 2008                | 1                  | 1             | None (established in 2008)                                     | No  | ✓   | ✓                              | ✓                        | ✓                                   | ✓                               |                                    |                                | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  | ✓                      | Research on AW, educating university students, veterinarians, advisors and farmers.  |
| National Agricultural Research Institute (INRA) (FR)                                   | No data             | 8,000              | 80            | 6.8  | Numerous EU research projects, e.g. Welfare Quality |   | ✓                              | ✓                        |                                     |                                 | ✓                                  | ✓                              | ✓                            | ✓                                  |                                       | ✓                                     | ✓                                  |                        | In relation to AW: study of biological mechanisms underlying AW, assessment of farming/transport practices and development of solutions to improve animal welfare. |
| Department of Animal Science, University of Milan (IT)                                 | 1976                | 100                | 10            | 0.12   | SAFO, COST Action 848 and 846, Welfare Quality      | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    |                                | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  |                        | Fundamental and applied research in fields of animal production, genetics, applied ethology and welfare.   |
| National Research Institute for Animal Production (PL)                                 | 1986                | 637.35             | 21            | 0.26   | No  | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    |                                | ✓                            |                                    | ✓                                     | ✓                                     | ✓                                  |                        | Animal housing.  |

| Name of institution   | AW activities since | Staff <sup>1</sup> |               | Specific budget related to AW in 2007 (million €) <sup>2</sup> | Participation in EU networks   | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    | Main area of expertise |  |
|---|---------------------|--------------------|---------------|--|--|---|--------------------------------|--------------------------|-------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------------------|------------------------|--|
|   |                     | Total              | In area of AW |  |  | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices | Advising, training of stakeholders |                        | Information to consumers   |
| Department of Animal Environment and Health, Swedish University of Agricultural Sciences (SE)       | 1975                | 54.4               | 19            | 1.66   | Welfare Quality, Platform for animal welfare   |   | ✓                              | ✓                        | ✓                                   |                                 |                                    |                                | ✓                            | ✓                                  | ✓                                     |                                       | ✓                                  |                        | No data  |
| Faculty of Veterinary Medicine and Animal Science, Swedish University of Agricultural Sciences (SE) | 1960's              | 440                | 90            | 9.6  | Scientific Panel for Animal Health and AW of EFSA, Welfare Quality, European Animal Welfare Platform, EconWelfare, WRAPSTUN project, Robust Milk project | ✓   | ✓                              | ✓                        |                                     |                                 | ✓                                  | ✓                              | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | ✓                      | Risk assessment related to AW and building and managing international networks.  |
| School of Agriculture, Food and Rural Development, Newcastle University (UK)                        | Before 1990         | ~5,000             | ~20           | Not known  | Many FP6 and 7 groupings, e.g. Welfare Quality, EconWelfare, QualityLow-InputFood, CorePig   | ✓   | ✓                              | ✓                        |                                     |                                 | ✓                                  | ✓                              | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | ✓                      | Welfare assessments in farm and laboratory animals underpinned by basic research. Socio-economic consequences of applying welfare standards. |

| Name of institution  | AW activities since | Staff <sup>1</sup> |                 | Specific budget related to AW in 2007 (million €) <sup>2</sup> | Participation in EU networks  | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    | Main area of expertise  |
|--|---------------------|--------------------|-----------------|--|---|---|--------------------------------|--------------------------|-------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------------------|---|
|  |                     | Total              | In area of AW   |  |   | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices | Advising, training of stakeholders |   |
| University of Bristol (UK)                                 | 1983                | 5,000              | 50 <sup>3</sup> | 3.5  | Welfare Quality   | ✓   | ✓                              | ✓                        | ✓                                   | ✓                               | ✓                                  | ✓                              | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | Research on animal welfare, and assessment and improvement of existing practices, education and training. |
| NGOs   |                     |                    |                 |  |   |   |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    |   |
| Food and Water Europe (BE, DE, PL, FR)                     | 2005                | 4                  | 4               | 0.02   | AW labelling, nanotechnology governance, ethics of modern agricultural practices. |   |                                | ✓                        |                                     |                                 |                                    | ✓                              |                              | ✓                                  | ✓                                     |                                       | ✓                                  | Sharing research and policy developments with other NGOs.   |
| PROVIEH (DE)   | 1973                | 4                  | 4               | 0.34   | Eurogroup for Animals   | ✓   |                                | ✓                        | ✓                                   |                                 |                                    | ✓                              | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | Specialised in farm animals.  |
| Estonian Society for the Protection of Animals (ESPA) (EE) | 2000                | 1                  | 1               | 0.08   | Eurogroup for Animals   |   |                                |                          |                                     |                                 |                                    |                                |                              | ✓                                  | ✓                                     | ✓                                     | ✓                                  | No data   |

| Name of institution  | AW activities since | Staff <sup>1</sup> |                | Specific budget related to AW in 2007 (million €) <sup>2</sup> | Participation in EU networks  | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       | Main area of expertise |                                    |  |
|--|---------------------|--------------------|----------------|--|---|---|--------------------------------|--------------------------|-------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------|------------------------------------|--|
|  |                     | Total              | In area of AW  |  |   | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices |                        | Advising, training of stakeholders | Information to consumers   |
| Association for Assessment and Accreditation of Laboratory Animal Care International (AAALAC) (ES) | 1965                | 13                 | 13             | 2.4  | Participation in initiatives and meetings on harmonisation of animal care and use of standards and on promotion of humane treatment of animals in research, testing and teaching. | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    |                                | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                      |                                    | Assessment and accreditation of programmes that use animals in research, testing and teaching. |
| Swedish Society for the Protection of Animals ( <i>Djurskyddet Sverige</i> ) (SE)                  | 1895                | 7                  | 7              | 1.25   | Eurogroup for Animals   |   |                                |                          |                                     |                                 |                                    |                                | ✓                            | ✓                                  | ✓                                     |                                       |                        | ✓                                  | No data  |
| FELASA - Federation of European Laboratory Animal Science Associations (UK)                        | 1978                | 0 <sup>4</sup>     | 0 <sup>4</sup> | 0.04   | Stakeholder in regulatory initiatives (e.g. European Directive 86/609/EEC)  | ✓   | ✓                              | ✓                        |                                     |                                 |                                    |                                | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                      |                                    | No data  |
| Private institutes   |                     |                    |                |  |   |   |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                        |                                    |  |

| Name of institution  | AW activities since | Staff <sup>1</sup> |                  | Specific budget related to AW in 2007 (million €) <sup>2</sup> | Participation in EU networks  | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                    |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    | Main area of expertise |   |
|--|---------------------|--------------------|------------------|--|---|---|--------------------------------|--------------------------|------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------------------|------------------------|---|
|  |                     | Total              | In area of AW    |  |   | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certif. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices | Advising, training of stakeholders |                        | Information to consumers  |
| National Council of Shechita Boards and Shechita (UK)  | 1954                | 75                 | 72               | 0.11   | No  |   | ✓                              |                          | ✓                                  |                                 |                                    |                                |                              |                                    |                                       | ✓                                     | ✓                                  | ✓                      | Humane slaughter.   |
| Community bodies   |                     |                    |                  |  |   |   |                                |                          |                                    |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    |                        |   |
| Institute for Protection and Safety of the Citizen of the Joint Research Centre (IPSC), Unit Traceability, Risk and Vulnerability Assessment (COM) | 1990 <sup>5</sup>   | 441                | 15               | 0.18 <sup>6</sup>  | Networks with EU Member States on several issues such as agriculture, food production and chemical risks. | ✓   |                                | ✓                        |                                    |                                 |                                    | ✓                              | ✓                            |                                    |                                       |                                       | ✓                                  |                        | Current focus: design, implementation and monitoring of projects on animal welfare in transport.            |
| European Food Safety Authority (EFSA) (COM)  | 2003                | ~10 <sup>7</sup>   | ~10 <sup>8</sup> | 0.8 (excl. staff expenses)                                     | -DG RTD (technological platforms)<br>- DG SANCO   | (✓)   | ✓                              |                          |                                    | ✓                               | *                                  |                                | ✓                            |                                    | ✓                                     | (✓)                                   | (✓)                                | (✓)                    | No data   |
| European Centre for the Validation of Alternative Methods (ECVAM) (COM)  | 1991                | 80                 | 0 <sup>9</sup>   | 0  | Testing alternatives, EU working groups   | ✓   |                                |                          |                                    | ✓                               | *                                  |                                | ✓                            | ✓                                  |                                       | ✓                                     | ✓                                  | ✓                      | <u>Comment:</u><br>Validation of alternative testing methods, promotion of the 3R principles in toxicology. |
| Government   |                     |                    |                  |  |   |   |                                |                          |                                    |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    |                        |   |

| Name of institution   | AW activities since | Staff <sup>1</sup> |               | Specific budget related to AW in 2007 (million €) <sup>2</sup> | Participation in EU networks | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    | Main area of expertise |                                       |
|---|---------------------|--------------------|---------------|--|------------------------------|---|--------------------------------|--------------------------|-------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------------------|------------------------|---------------------------------------|
|   |                     | Total              | In area of AW |  |                              | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices | Advising, training of stakeholders |                        | Information to consumers              |
| Agricultural Research and Education Centre, LFZ Raumberg-Gumpenstein (AT)   | 1980's              | 340                | 15            | No declaration   | COST action 846              | ✓   | ✓                              | ✓                        |                                     |                                 |                                    |                                |                              |                                    | ✓                                     | ✓                                     | ✓                                  |                        | On-farm assessment of animal welfare. |
| Central Commission for Animal Welfare (CZ)  | 1994                | 7                  | 7             | No data  | Euro FAWC                    | ✓   | ✓                              |                          |                                     |                                 |                                    | ✓                              | ✓                            |                                    |                                       |                                       | ✓                                  |                        | No data                               |
| Lower Saxony Ministry for Food, Agriculture, Consumer Protection and Rural Development, Unit for Animal Welfare and Veterinary Pharmaceutics (DE) | Not applic.         | ~200               | 8             | No data  | No data                      | ✓   | ✓                              | ✓                        | ✓                                   | ✓                               | ✓                                  | ✓                              | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | ✓                      | No data                               |

| Name of institution   | AW activities since | Staff <sup>1</sup> |               | Specific budget related to AW in 2007 (million €) <sup>2</sup> | Participation in EU networks                                     | Areas related to animal protection and welfare in which institution has specific experience |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    | Main area of expertise |                                    |  |
|---|---------------------|--------------------|---------------|--|--|---|--------------------------------|--------------------------|-------------------------------------|---------------------------------|------------------------------------|--------------------------------|------------------------------|------------------------------------|---------------------------------------|---------------------------------------|------------------------------------|------------------------|------------------------------------|--|
|   |                     | Total              | In area of AW |  |  | Standard setting  | Harmonisation of AW indicators | Research on AW practices | Certifi. and/or audit of AW schemes | Databases related to AW schemes | Preparation socio-economic studies | Preparation impact assessments | Formulation of policy advice | Development and impl. of the 3 R's | Assessm. existing practices/standards | Collect./dissemination best practices | Advising, training of stakeholders |                        | Information to consumers           |  |
| Irish Agriculture and Food Development Authority (TEAGASC) (IE)               | 1990                | 386                | 10            | No data  | ERIN network, Welfare Quality, Leonardo da Vinci training scheme | ✓   | ✓                              | ✓                        | ✓                                   |                                 | ✓                                  |                                | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | ✓                      | Animal health and welfare research |  |
| State Food and Veterinary Service (SFVS) of Lithuania (LT)                    | 1999                | 110 <sup>10</sup>  | 59            | No data  | Yes, but not specified.  | ✓   | ✓                              | ✓                        | ✓                                   |                                 |                                    |                                | ✓                            |                                    |                                       |                                       |                                    | ✓                      | ✓                                  | No data  |
| National Sanitary Veterinary and Food Safety Authority (RO)                   | 2006                | 321                | 5             | Not specified  | No   | ✓   |                                |                          |                                     |                                 |                                    |                                | ✓                            | ✓                                  |                                       |                                       | ✓                                  | ✓                      |                                    | No data  |
| Independent Public Agency   |                     |                    |               |  |  |   |                                |                          |                                     |                                 |                                    |                                |                              |                                    |                                       |                                       |                                    |                        |                                    |  |
| Lower Saxony State Office of Consumer Protection and Food Safety (LAVES) (DE) | 2001                | 875                | ~20           | 1  | EFSA   | ✓   | ✓                              | ✓                        | ✓                                   | ✓                               |                                    |                                | ✓                            | ✓                                  | ✓                                     | ✓                                     | ✓                                  | ✓                      | ✓                                  | Development of guideline for farm animals and advice to veterinarians in Local Veterinary Authorities. |
| Farm Animal Welfare Council (UK)  | 1979                | 4                  | 4             | 0.44   | EuroFAWC   |   | ✓                              | ✓                        |                                     |                                 |                                    |                                | ✓                            |                                    | ✓                                     |                                       |                                    |                        |                                    | No data  |

Note: \* = Operation of databases not specifically related to animal welfare schemes. (✓) = Tasks partially covered by EFSA.

(1) The number of employees is expressed in full-time equivalent posts, which are calculated by dividing the total weekly hours of all relevant staff by 40.

(2) Currencies have been converted as rate of 04.12.2008 with FXConverter; www.oanda.com.

(3) This number excludes post-graduate students.

(4) Activities are performed voluntarily by members of the constituent associations (national laboratory animal science associations in more than twenty European countries), who are specialists in the different areas of laboratory animal science.

(5) 1990 (animal identification) and 2005 (animal welfare in transport).

(6) 0.18 (0.14 + 0.04). IPSC received 415,000 Euro for 2006-2008 for a DG SANCO financed project. This amount has been divided by 3 to get a rough estimation of the budget allocated for 2007. 40,000 Euro refers to the institutional budget in 2007.

(7) There are 20 Animal Health and Animal Welfare Units. This amount has been divided by 2 to get a rough estimation of the number of employees working in animal welfare units.

(8) 7-10 scientific staff + 3 administrative staff.

(9) ECVAM is not directly working on but contributing to AW.

(10) 110 refers to the number of employees at the central level. There are, in addition, 1810 people working in regional SFVS and in institutions under SFVS.

## **Annex 5: References**

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**Annex 6: Interviews conducted**

| <b>Country</b> | <b>Institution</b>   |
|----------------|--|
| EU             | CRL Food Contact Materials   |
| EU             | EFSA   |
| EU             | EuroCommerce   |
| EU             | Eurogroup for Animal Welfare   |
| EU             | European Egg Packers and Traders Association (EEPTA)                               |
| EU             | Federation of Veterinarians of Europe  |
| EU             | JRC/ IPSC  |
| Finland        | Animal Welfare Centre, University of Helsinki                                      |
| France         | Ligue Francaise des Droits de l'Animal (LFDA)                                      |
| France         | SYNALAF/ Label Rouge   |
| Germany        | Bioland  |
| Germany        | Friedrich Loeffler Institute/ Institute for Animal Welfare and Husbandry           |
| Germany        | German Ministry for Food, Agriculture and Consumer Protection, Animal Welfare Unit |
| Germany        | Neuland food scheme  |
| Germany        | Veterinary School of Hannover  |
| Italy          | University of Milan; Faculty of Veterinary Science                                 |
| International  | Welfare Quality Project  |
| Multinational  | Product Authorisation Inspectorate (PAI Group)                                     |
| Multinational  | Tesco  |
| Norwegian      | Norwegian Institute for Consumer Protection  |
| United Kingdom | Assured Foods  |
| United Kingdom | Bristol Welfare Protocol (BWAP)  |
| United Kingdom | Farm Animal Welfare Council (FAWC)   |
| United Kingdom | Royal Society for the Prevention of Cruelty to Animals (RSPCA)                     |