

Europe for Animal Welfare



**JOINT COE-EU-OIE WORKSHOP
“ANIMAL WELFARE IN EUROPE: ACHIEVEMENTS AND FUTURE PROSPECTS”**

STRASBOURG, 23-24 NOVEMBER 2006

**SUMMARY OF REPLIES TO QUESTIONNAIRE
WORKING GROUP V**

Document prepared by Steering Group
responsible for the preparation of the Workshop

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Draft summary of questionnaires from Countries in Group V (Austria, Czech Republic, Germany, Luxembourg, Poland, Slovakia, and Switzerland) (No replies received from Liechtenstein and the Netherlands).

Overview

Degree of interest in animal welfare varied across countries and across different stakeholders (see Table 1 and Figures 1 and 2). Reports from Group V countries all recoded high interest by NGOs. Most countries reported medium to high interest in welfare by Government and Local Authorities. Interest was lower in the agricultural and food processing sectors, followed by retailers. One country reported that the agricultural and retailer sectors involved with organic products both showed a high interest in welfare. Another reported that although a federal animal welfare act had been passed ten years ago the different degrees of interest of the local authorities in animal welfare reflected the previous history of the specific regional standards of animal welfare in each province .

In relation to consumers, one country commented “Consumers’ attitude to animal welfare issues depends on a combination of several factors: awareness, own experience, price of the final product, socio-economic situation, recognition of welfare-friendly products, etc. The main factor for the consumer’s behaviour today is the price of the final product.”

Another country put this more strongly, “It seems that the rather bad economical position of consumers in general does not provide enough effective pressure on retailers to force food producers and the agricultural sector to safeguard higher animal welfare standards, which prefer not to increase their investments and other costs”

Another country commented “The interest of food producing sector is related with necessity of fulfilling the requirements rather than animal welfare itself”

Major Animal Welfare Problems

A wide variety of welfare problems were reported, tending to focus on animal needs and husbandry as well as economic issues.

- No uniform implementation of the legislation due to a lack in human and/or financial resources.
- Lack of knowledge and education.
- Traditional housing methods: tying of cattle and goats.
- In the breeding of animals (e.g. several breeds or types of pet animals, turkeys) insufficient account is taken of anatomical, physiological and behavioural characteristics.
- Pursuant to the results of inspections, shortcomings in the care of pet animals prevail over deficiencies in farm animal holdings.
- Poultry.
- The major problem is related with economic reasons as many farms and small premises do not have sufficient financial resources to implement the high standards of animal welfare.
- Lack of objectively valuable criteria to assess animal welfare in legislation.
- Low will or ability to understand the relationship between animal welfare, costs and benefits by certain stakeholders.

- Major animal welfare problems exist in animal transport on long journeys and the topics of keeping of animals for farming purpose, because of differing levels of implementation at regional levels.

Formal structures for discussing welfare issues with stakeholders were not used in some countries. In others they varied from liaison groups involving regional administrations and local control bodies to appointed expert committees (e.g. Animal Protection Council) often with participation of NGOs. Some countries consulted on new legislation. One country had included welfare into arrangements for consultation on cross compliance.. One country had an “Animal Protection Ombudsman”, who represents animal protection interests and could also investigate complaints of the public.

Legislation

In law all countries regarded animals as sentient beings and in half the countries animals could also be regarded as goods (See Table 2). One country noted that if not specified otherwise, regulations for goods apply to animals but their animal welfare legislation recognised that animals have dignity. Another noted that animals are not goods but that regulations concerning goods are applicable to animals, unless otherwise indicated / regulated. One country regarded animals as moral agents but qualified this by stating that “The keeper of the animal has additional responsibility as to the behaviour of his/her animal; the animal itself is not only to blame for its actions”.

Table 3 summarises the presence of specific legislation which reflects legislation required by the EU for farmed animals, transport and slaughter and laboratory animals. Most countries have extensive sets of licensing establishments keeping animals commercially. All but one country also had legislation for protection of pets, wild animals, zoos, circuses and sporting animals. Some countries have legislation in addition to the requirements of EU rules, especially in relation to methods of keeping hens. One country requires that cattle shall be given suitable facilities for moving around or suitable running and grazing area for a minimum of 90 days in a year, unless this is opposed by contradicting stringent legal or technical reasons. One country banned the keeping of animals for obtaining fur. Some countries were in the process of revising their laws and making new animal welfare legislation. One country had specific legislation for farmed rabbits and others had extended their legislation to cover ratites and fish; another had rules for deer and fallow deer and fur animals, and lamas.

One country had extended the scope of EU transport rules to include invertebrates during the transportation of animals for profit.

Some countries had legislation banning specific interventions e.g. docking of tails or cropping of ears, trimming of beaks etc.

Some countries had very detailed legislation on laboratory animals. One country's laws covered all vertebrates, cephalopods and decapods, with detailed regulations concerning housing, origin of the animals, authorisation of breeding and trading establishments, and training of specialists, authorisation to conduct experiments, limitation to the indispensable extent, inspections and notification. Another focused its laws on requirements concerning accommodation, using the animals for experiments, the necessity of receiving permission for performing experiments, and had a ban on using stray animals for experiments. Another banned the use of endangered species as experimental animals.

Legislation on pets varied with one country having detailed laws on the keeping and training of dogs, the training of hunting dogs, and forbidding different surgical procedures on dogs. Some countries laid down specific provisions for the keeping and breeding of dogs and cats, e.g. dogs must in no case, not even temporarily, be kept tied to a chain or tethered in any other way. Prohibition of the manual breeding of parrots and birds of prey.

Legislation on sporting events varied from bans on specific acts for hunting and fishing to obligations on local authorities to carry out doping tests. One country has general rules for wild animals as well as specific regulations on hunting and regulations on environmental protection. Some countries restrict the use of animals in circuses or exhibitions, e.g. “Species of wild animal habitat animals are not allowed to be kept in circuses, variety show institutions and similar facilities. Wild animals must not be kept tethered, not even temporarily.”

All countries had legislation for marketing free range eggs and organic products but one country had additional rules for welfare-friendly husbandry systems, with labels to reflect the husbandry systems e.g. loose housed.

Codes of Practice

Less than half the countries responded to the questions on codes and those reporting codes were across a wide range of issues.

Public safety

Legislation to protect the public from captive wild animals, dangerous dogs, strays and animal exhibitions were in place in most countries. Legislation on dangerous dogs in some countries varies at regional level. One country did not have laws on dangerous dogs and commented that it was not considered an important issue due to human responsibility for controlling the actions of owned or kept animals. Some countries required all dogs to be tagged and made abandonment an offence. Others required compulsory rabies examinations for dogs which have attacked humans. One country laid down requirements for shelters for stray animals whilst another limited controls on strays to rabies control. Some laid down provisions for keeping particular species of wild animals along with minimum requirements for enclosures.

Killing of animals

All but one country had legislation requiring a specific reason for the killing of an animal. However that country also forbids putting animals to death for amusement or wantonly. Many countries detail reasons for killing, such as:

- 1) economic need;
- 2) humane reasons;
- 3) sanitary necessity;
- 4) excessive aggressiveness, which causes a direct danger to human health or life, likewise to farm animals or animals living in wild;
- 5) scientific needs,
- 6) implementation of tasks connected with the conservation of nature;

Another country further limited the reasons for killing, stating “It is prohibited to kill dogs or cats for the purposes of manufacturing food or other products. And - The killing of animals for educational, training or advanced training purposes is only allowed to be performed in scientific institutions and only admissible to the extent that it is indispensable for reaching a particular objective, provided that it cannot be replaced by alternative methods.

All countries laid down specific conditions for killing animal humanely. One country banned slaughter during religious rites except for poultry. Another had rules for the slaughter of all vertebrate animals and had rules for slaughter during religious rites which are covered by agreements with specific religions unions. Another allowed ritual slaughter to be done to an absolute necessary extent with detailed conditions including “*the anaesthetization becomes effective immediately after the cut is performed*”, and the meat is not allowed to be exported. One country extended the scope of its legislation for killing to include farmed animals, fish and frogs, crustaceans, shellfish and fodder animals.

Implementation by Veterinary Services

In general, with respect to the provision of veterinary services, they had firm legal bases and effective organisation but needed more finance and training to be fully effective. Some countries with regional structures noted that not all local authorities had effective organisations and planned for improvements with the new welfare ordinance. One country noted that the number of veterinary officers dealing with animal welfare issues is not sufficient .Few countries had provisions for the issuing of international certificates on welfare. The provision of detailed operating procedures was common and some countries had control handbooks. One country was in the process of redrafting these in line with the new animal welfare legislation. In countries with regional administrative structures, detailed instructions were issued by the federal authority. One country had introduced an on-line computer system for ensuring performance, evaluation, record and notification of the results of animal welfare during transport checks. One country used both the veterinary service and the cross compliance inspectors to conduct welfare checks.

Training and Education

Only one country did not have provisions for animal welfare training at veterinary undergraduate level but two countries had no postgraduate courses. Some countries had PhD and professional qualifications in animal welfare. One country reported that the targeted training of veterinary staff had been conducted under the TAIEX and PHARE programmes.

One country noted that animal welfare was not regarded as a very important item in the undergraduate course and was limited to animal ethics, animal welfare legislation and ethology of farm animals. Some countries had recently introduced training requirements for drivers and had professional qualifications for slaughtermen. One country noted specific training in the catching and care of stray and free-roaming animals and care of experimental animals.

One country reported a "project animal welfare in and for schools " programme to make animal welfare more popular. They also introduced information material for purchasers of pet animals to be provided for the handler in the scope of business activities.

BARRIERS/OBSTACLES TO IMPLEMENTATION

Human Resources	Financial
<p>Implementation varies between different local authorities (federalism) Number of competent persons in the different subjects Not enough staff in the different local authorities veterinary staff ; legal staff low income (salary) of VI leading to problems of natural exchange of generations Increase of staff is not following changing requirements.</p>	<p>Lack of money for control persons, for the information of the stakeholders, for training and education courses, for direct support for farmers fulfilling special animal welfare requirements (One of the goals of the new welfare legislation is to increase financial resources) Financial resources for implementing and improving information technologies Financial resources for inspection activities on farms Insufficient resources for protection of stray animals No direct profit for CA from veterinary fees and penalties Devices for constructural measures might cause problems because of competitiveness. Economic agreements or arrangements could make financial incentives for implementation of animal welfare requirements.</p>
Education and training	Practical ability and skills
<p>Motivation of veterinary staff for education and training in animal welfare Value of animal welfare at university level Relatively low understanding of foreign languages leading to delay of access to some information due to translation Need for basic and continuing education Inspection and execution lie in the provinces. Therefore manuals and check-lists were created by the Federal Ministry to facilitate execution in the provinces in conformity</p>	<p>Lack of knowledge of animal needs Motivation of veterinary staff for education and training in animal welfare Withdrawal procedure (Seizure of animals) and follow-up care in case of large number of animals (financial resources - no state funds for such activities)</p>
Effective welfare checks on farm	Motivation of keepers to improve welfare
<p>Qualification of control persons Scientific knowledge in general planning and lack of staff resources Difficulty in implementation of animal welfare standards in small farms Incorporation of welfare checks with cross compliance</p>	<p>Costs for animal-friendly housing systems Traditions in animal keeping Financial resources for educational training Protection of EU market from non welfare products (produced in countries with a lack of such high animal welfare standards) Lack of sufficient financial incentives Lack of consumer demand for products produced with high animal welfare standards Low positive motivation - motivation mostly through the threat of restrictions or sanctions, especially in relation to commerce Relatively low interest of consumers, mostly due to their rather bad economical situation Social motivation is very important</p>
Advice to Governments	
<p>Economy versus animal welfare WTO Globalisation and liberation of markets Financial resources for scientific research in veterinary institutes, universities etc. Co-operation at EU level International co-operation Bans on processed dog or cat furs</p>	

BEST PRACTICE

<p>Education</p> <p>Training of specialists in animal experimentation Testing of husbandry systems Co-operation with universities, NGOs Welfare Seminars Educational training Academy for training of vets Private initiatives National education programme for VI The project animal welfare in and for school means that animal welfare is starting to become popular In the regulation concerning animal welfare controlling, a 60-hour curriculum is provided for the staff in charge of animal welfare checks. Information material for purchasers of pet animals is provided for the handler in the scope of business activities. To increase information for animal keepers on the legal provisions and to facilitate implementation, a compulsory administrative approval procedure will be instituted for new types of serially manufactured stable systems and new types of technical equipment for keeping animals.</p>	<p>Practical ability and skills</p> <p>Practical training for veterinary officers, private veterinarians Practical training for animal handlers or keepers</p>
<p>Effective welfare checks on farm</p> <p>Checks in case of direct support for farmers fulfilling special animal welfare requirements Good checklists Checks carried out regularly Co-operation with animal holders' advisers, veterinarians Monitoring of microclimate conditions Technical instruments for measurement e.g. floor slope Supervision of welfare inspections Checklists and manuals for animal welfare are useful tools to evaluate animal welfare on farms</p>	<p>Objective welfare indicators</p> <p>Authorisation procedure for housing systems and installations for farms animals Freedom of movement No abnormal behaviour (no stereotypes, etc.) Low mortality evaluation of level of animal welfare based on the individual species specific and social behaviour and the signs of welfare</p>
<p>Motivation of keepers</p> <p>Direct support when fulfilling special animal welfare requirements Good knowledge about the needs of the animals Consequences of poor animal welfare conditions Grants are linked with fulfilment of animal welfare requirements Subsidies are provided for the implementation of better standards in animal welfare.</p>	<p>Advice to Government</p> <p>Clear legal provisions Financial incentives increase motivation for animal welfare Information programme for animal keepers, advisers for stakeholders Educational training More education and raising of animal welfare awareness is to desire, searching for solutions by existing gaps between different stakeholders.</p>

Table 1 Summary of reported degrees of public interest or concern related to animal welfare in each country in Group V (Austria, Czech Republic, Germany, Luxembourg, Poland, Slovakia, and Switzerland)

Question		A	B	C	D	E	F	G
1.1	government	4	4	4	4	3	3	4
1.2	local authorities	4	2	3	3	4	3	4
1.3	agriculture sector	3	2	4	2	3	3	3
1.4	food processor	3	2	3	2	3	3	3
1.5	retailer	3	2	3	3	2	3	3
1.6	consumer	3	2	4	3	2	4	3
1.7	NGO	4	4	4	0	4	4	4

* Countries randomly coded

** Code as 0= no reply, 1= no interest, 2=low interest, 3= medium interest, 4 = high interest

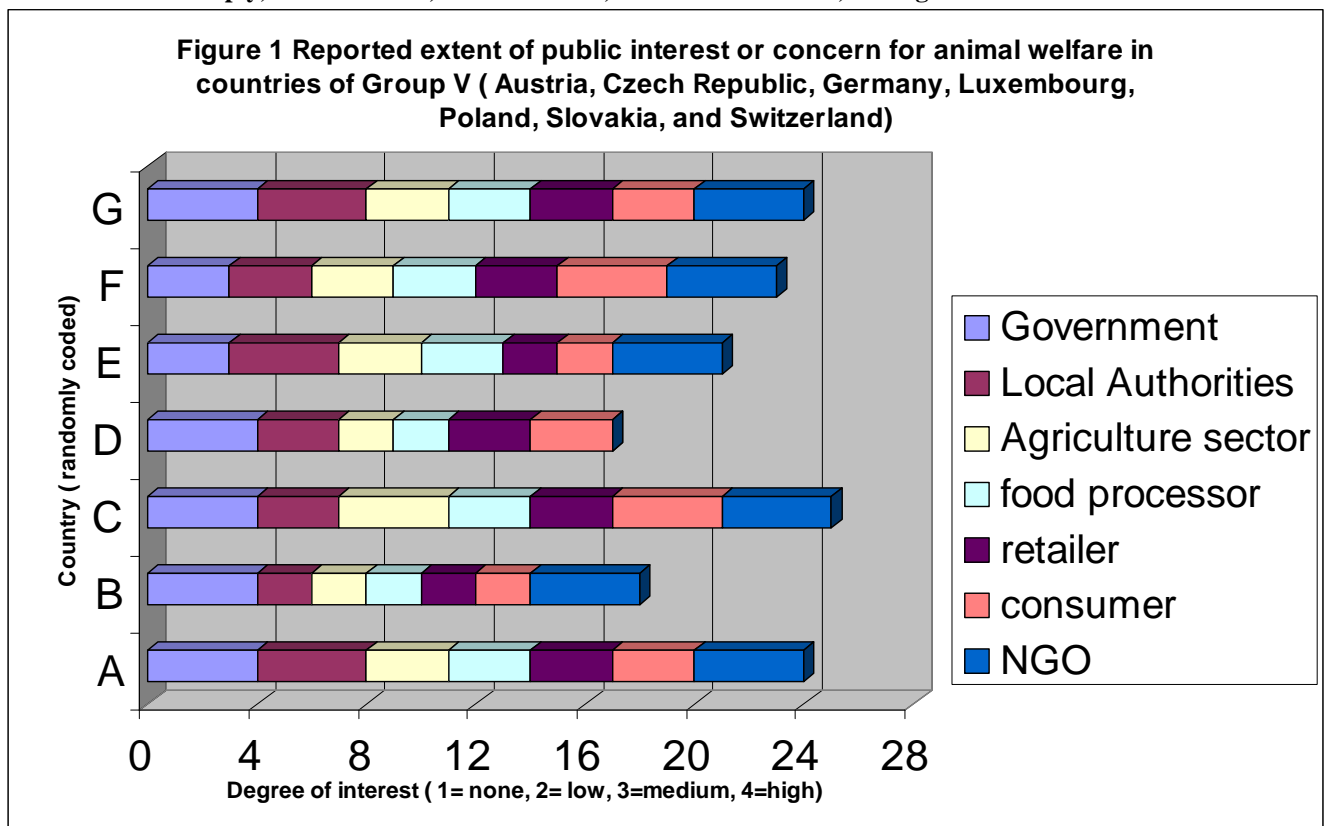


Figure 2 Relative interest or concerns in animal welfare by sector in countries in Group V (Austria, Czech Republic, Germany, Luxembourg, Poland, Slovakia, and Switzerland)

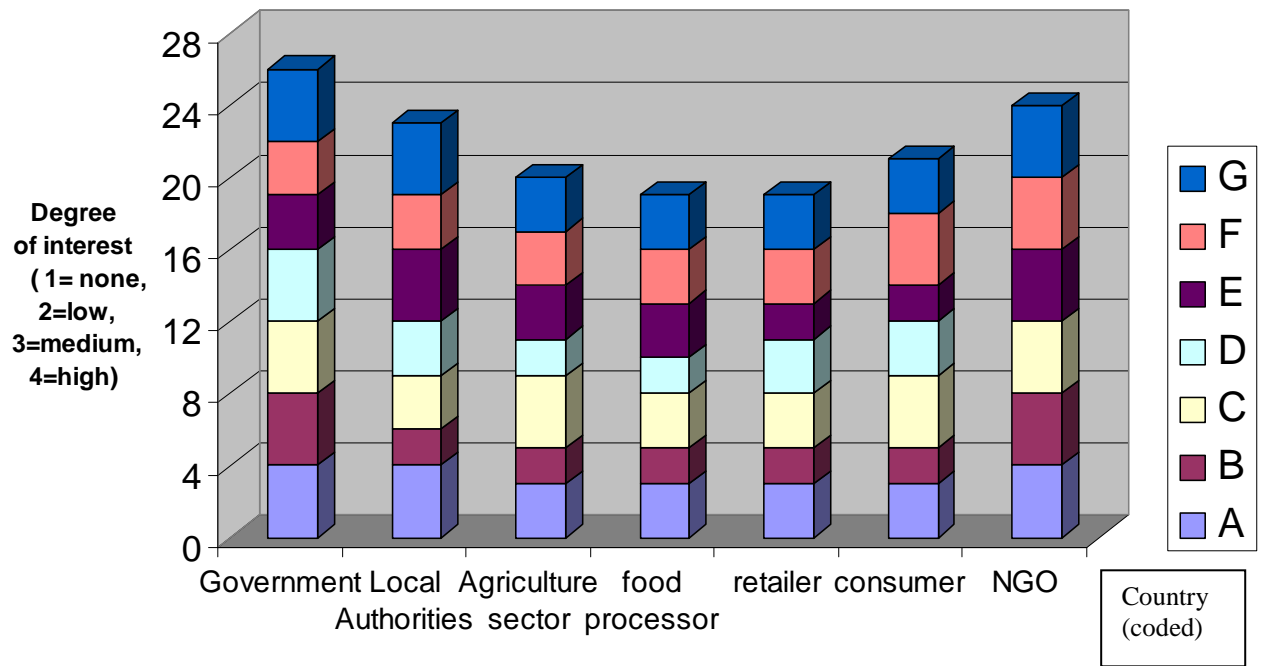


Table 2: Summary of reported legal status of animals by Countries in Group V (Austria, Czech Republic, Germany, Luxembourg, Poland, Slovakia, and Switzerland) expressed as proportion of countries which responded to that question.

Group V			Number of	Per Cent
	Question		Reponses	yes
Legal status	4.01	goods	6	50%
	4.02	sentient beings	7	100%
	4.03	moral agents	6	17%
	4.04	other	0	0

Table 3 Summary of reported legislation relating to protection of animals and codes of practice for welfare issues in Countries of Group V (Austria, Czech Republic, Germany, Luxembourg, Poland, Slovakia, and Switzerland) expressed as proportion of countries which responded to that question.

Group V	Question		No. of Reponses	Per Cent yes
Legislation	5.01	sentient beings	7	100%
General	5.02	abuse cruelty	7	100%
	5.03	licensing	7	86%
	5.04	animal trainer	7	86%
	5.05	other	0	0
Specific	5.06	farm animals	7	100%
	5.07	transport	7	100%
	5.08	slaughter	7	100%
	5.09	emergency killing	7	100%
	5.10	killing for disease control	7	100%
	5.11	laboratory animals	7	100%
	5.12	pets	7	86%
	5.13	stray or free roaming animals	7	86%
	5.14	wild animals	7	86%
	5.15	zoo animals	7	86%
	5.16	circus animals	6	83%
	5.17	sporting animals	7	86%
	5.18	other	0	0
Legal Standards	5.19	Free Range organic	6	100%
	5.20	labelling	6	83%
	5.21	other	0	0
Codes General	5.22	sentient beings	2	50%
	5.23	abuse cruelty	2	50%
	5.24	licensing	2	0%
	5.25	animal trainer	3	67%
	5.26	other	1	0%
Codes Specific	5.27	farm animals	3	67%
	5.28	transport	3	67%
	5.29	slaughter	3	33%
	5.30	emergency killing	1	100%
	5.31	killing for disease control	1	100%
	5.32	laboratory animals	3	67%
	5.33	stray or free roaming animals	3	67%
	5.34	wild animals	2	50%
	5.35	zoo animals	2	50%
	5.36	circus animals	3	67%
	5.37	sporting animals	3	67%
	5.38	other	0	0
Code Standards	5.39	FR organic	3	67%
	5.40	labelling	3	67%
	5.41	other	0	0
Legislation	6.01	captive wild	6	83%
Public safety	6.02	Dangerous dogs	7	71%
	6.03	stray animals	7	71%
	6.04	exhibitions	6	67%
	6.05	other	0	0
Killing	7.10	without reason	7	14%
	7.20	conditions to kill	6	83%

Table 4 Summary of information on Veterinary services and Education related to welfare issues reported by Countries in Group V (Austria, Czech Republic, Germany, Luxembourg, Poland, Slovakia, and Switzerland) expressed as a proportion of countries which responded to that question.

Group V	Question		Number of Reponses	Per Cent yes
Veterinary Services	8.10	Technical Qualifications	7	100%
	8.20	Training & Capacity	7	86%
	8.30	Independence	7	100%
	8.40	Practical experience	7	100%
	8.50	other	0	0
Organisation	9.10	LAW	6	100%
	9.20	Finance	6	67%
	9.30	Effective	6	83%
	9.40	international cert	4	25%
	9.50	Other	0	0
Procedures	10.10	On farm	7	100%
	10.20	transport	7	100%
	10.30	slaughter	7	86%
	10.40	Kill disease control	7	71%
	10.50	other	0	0
Training	11.01	On farm central	6	100%
	11.02	Transport Central	5	100%
	11.03	slaughter central	5	100%
	11.04	killing central	5	100%
	11.05	other central	1	100%
	11.06	On farm OVS	6	100%
	11.07	transport OVS	6	100%
	11.08	slaughter OVS	6	100%
	11.09	Kill disease OVS	6	100%
	11.10	other OVS	1	100%
	11.11	On farm PVS	5	80%
	11.12	transport PVS	4	75%
	11.13	slaughter PVS	3	67%
	11.14	Kill disease PVS	4	100%
	11.15	other PVS	1	100%
	11.16	On farm farmers	4	100%
	11.17	transport farmers	6	100%
	11.18	slaughter farmers	4	100%
	11.19	Kill disease farmers	2	100%
	11.20	other farmers	1	100%
Veterinary Education	12.00	undergrad welfare course	7	86%
	13.00	post grad welfare course	6	67%